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FROM
De

K.D. McRae

DATE

August 16, 1967.

SUBJECT
Sujet

Federal Capital Study

You will find attached two further chapters of the first volume of research findings for the federal capital study. You will recall that three other chapters, namely, I, II, and VI have been distributed already. Chapters III and IV, the ones distributed now, relate to the municipal governments of the capital area.

Two more chapters remain to be distributed, those dealing with the federal government in the area and with political representation at all three levels of government. Final editing of these two chapters is almost complete.

K.D.Mc.

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R. FRITH

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I. Introduction

In this and the next chapter we are concerned with two major areas: first, the language practices of the municipal administrations in the Ottawa metropolitan area, and particularly the language of service to the public, and second, the composition and language skills of civic staff members. Our interest in the second question stems primarily from its relevance to the first. If the public is to be served in English and in French, as a matter of policy, the civic staffs must clearly be competent to do so. But this consideration leads to others. If a municipality is to provide services in both languages, it must recruit bilingual personnel in sufficient numbers; it must utilize them appropriately in positions of public contact; yet it must also offer them full opportunities for advancement and career development, if able bilingual personnel are to be attracted and retained. In a word, it must offer its bilingual employees complete equality of opportunity and advancement, or it will risk grave inequalities in the quality of service provided in the second language. We mention these ramifications in passing simply to indicate that the question of providing effective bilingual municipal services at once involves complex problems of public administration.

Because of the complexity and variety of the existing structures, each of the major municipalities will

be described separately. In this chapter the City of Ottawa only will be examined. Though its size alone entitles it to priority status, two other factors are relevant. First, its significance on the national level goes beyond the purely quantitative. In the minds of many, "City of Ottawa" and "capital of Canada" appear to be synonymous terms. Second, the attitudes encountered during the study of Ottawa were to a marked degree quite distinct from those met in the other municipalities of the area.

In the data gathering phase of the study, several methods of research were attempted, but some of these ran into difficulties which reduced their value. For an accurate understanding of the description of the Ottawa administration that follows, it seems important to list and describe these various research approaches so as to indicate both their validity and their limitations.

Interviews and personnel records. When the Commission first formally approached the three core cities of Ottawa, Hull and Eastview with its research programme¹ in February 1965, it was anticipated that analysis of personnel records, coupled with face-to-face interviews with selected municipal employees, would yield sufficient data to present an adequate picture of the language

1. Copies of the relevant correspondence and documentation are included as Appendix 3.I.

practices and composition of the three administrations. Although this assumption was largely justified in the cases of Hull and Eastview, the request to study the City of Ottawa by means of these methods encountered a number of obstacles. Although the Mayor at first agreed orally to the research proposal, the senior city officials to whom he referred the matter insisted on a formal authorization from Board of Control before proceeding further. The research staff accordingly sent to the City Clerk, at his request, a short written description of the proposed study on March 8, 1965. The proposed study was then debated by Board of Control on March 9, challenged as to its legality in the federal House of Commons and before the Ontario Government and the Ontario Human Rights Commission, referred to City Council for its consideration, referred back to Board of Control (which then requested from the Commission a "completely itemized report" on the study), reported back to Council with a narrowly restrictive Board recommendation, approved in amended form by Council on April 5, moved immediately for reconsideration at the next Council meeting by a member of Board of Control, and finally authorized by Council at its meeting of April 20, some seven weeks after the initial request.

As amended by Council, the authorization permitted the Commission's staff to confer with the City Clerk, the Director of Personnel, and any elected representative and

employee who agreed to be interviewed. No explicit reference was made to the second aspect of the Commission's request, namely, access to personnel data. Very soon after the research proposal had been authorized by Council, however, it became apparent that Commission staff would not be allowed access to any civic personnel records. The City's Director of Personnel maintained, in spite of Council's general authorization and the Commission's guarantee that confidential information would be treated as such, that permitting any access to his files would be a violation of his professional responsibilities.²

Checklists of salaried employees. As a result, the staff was faced with the prospect of conducting a study without firm or up to date documentary basis. To overcome this difficulty, checklists, based on a personnel list supplied by the City, of all salaried municipal employees were developed. These lists, which were intended to be completed by civic departments, were designed to provide basic information on each employee's mother tongue, his knowledge of English, French, and of other languages, his job classification, and his frequency of contact with the public. Although the lists were aimed at the salaried categories only, and would thus have covered about 1,000 persons, or 28 per cent of the City's total labour force

2. It is perhaps worth noting that the Commission's experience with the administrations of other Cities was quite different. In neither Winnipeg nor Montreal, where similar studies were carried out, were any problems encountered concerning personnel records.

of approximately 3,700, it was felt that the salaried group was responsible for most of the significant areas of verbal contact with the public.

During the summer of 1965 the gathering of data proceeded on the basis of checklists and interviews. As research continued it became evident that both these techniques were encountering certain difficulties, and the results, even in combination, although useful in a preliminary way, were simply not adequate. Although a majority of civic departments supplied all the information requested, a few returned lists that were incomplete or carelessly filled out, one question on the list proved somewhat ambiguous in its wording, and the heads of two small but strategically placed departments, those of the City Clerk and of Secretary to Board of Control, refused any employee data at all. These gaps left the overall picture somewhat vague. Moreover, the checklists were designed primarily to yield data on the City's capacity to provide service to the public in both English and French. To this end, most of the data obtained dealt with the employee's degree of public contact and his language skills. No attempt was made through the checklists to determine the present level of demand for bilingual services, employee attitudes, or the language of work within the administration, on the assumption that these areas would be dealt with adequately in the interviews.

However the interviews, which were held at this stage with 29 senior civic officials, were yielding a picture which lacked a solid documentary basis and which was marred by inconsistencies. The prolonged and often acrimonious public debate that preceded the authorization to conduct the study may have generated an atmosphere that created mistrust and inhibited open discussion. In any case, there were marked divergences among various respondents - and more particularly between French-speaking and English-speaking respondents - in several areas, including such basic questions as whether the City does in fact offer adequate service to the public in French, and whether French-speaking employees at City Hall have career opportunities comparable with those open to municipal servants of English mother tongue. Of the 30 senior officials approached during this phase, only one refused to be interviewed.

A written questionnaire. Since the first techniques had proved insufficient, the Commission decided in the autumn of 1965 to try to gather more precise data for all of the sectors of the Ottawa civic study by means of a comprehensive questionnaire. By this method the research staff hoped to obtain a more exact and reliable picture of the City administration in all its relevant aspects, including the language capabilities of employees, current language policies and practices, the public demand for service in English, French and other languages, the

representation of language groups at various levels within the civic administration, career patterns, remuneration, educational levels, and finally employee attitudes towards language questions.³

While work proceeded on other sectors of the project during the winter of 1965-66, the questionnaire was designed and pre-tested, the trained personnel for its administration and interpretation were assembled, and approval of the final text was obtained from the associations of civic employees. Throughout the later stages of the questionnaire's development close liaison was maintained with the City's Director of Personnel, and indeed several changes in the instrument were introduced at his suggestion. He approved the final version of the text but felt that he could not personally authorize its administration.

Accordingly, on April 25, 1966, the Commission once again wrote Board of Control to make the text of the questionnaire available to them and to request permission to administer it on May 10. For six weeks no reply was received. Finally, after a further letter from the Commission, the Board wrote on June 9, refusing permission. It should perhaps be recorded that this was the only instance among the 35 major surveys conducted during the Commission's

3. For the final text, see Appendix 3.II. It may be noted that the Commission made no firm decision as to the need for a questionnaire until the late summer of 1965, though Board of Control requested a copy of any questionnaire that might be proposed as early as April 14 (see Appendix 3.I).

programme of research in which permission to administer a questionnaire was denied.

The rejection of the questionnaire represented a major loss to the research staff, who had then to consider what alternative methods of inquiry were available to them. On June 29 the Commission proposed to Board of Control a meeting to discuss possible alternative methods of research, putting forward as one suggestion the preparation of a programmed computer print-out of certain personnel data that might be available in the Personnel Department. However, the Board rejected the idea of a computer print-out on July 18, and even ruled out a meeting to discuss any other research methods until the alternatives were spelled out. At this stage an attempt was made to add precision to the study by interviewing a slightly wider range of civic employees, but this was abandoned owing to the high proportion of refusals encountered.

Samples of documentation. In the meantime, before matters had reached this impasse, the research staff had addressed requests to the heads of 18 municipal departments and agencies for examples of the printed forms normally used both within the administration and in dealing with the public. This, it was felt, would give some insight into the language or languages of the administration's printed documentation. Eight agencies replied, though the director of one of them called the next day to request the

return of his submission unopened. Ten did not reply. Once again the data clarified the practice of some departments, while leaving the overall picture somewhat nebulous.

A telephone survey. Since there was at this point very little precise evidence on oral language usage, it was decided to explore this question by means of a small telephone survey, which would pose to the appropriate departments, in French, a series of questions such as might normally be asked by members of the public in dealing with the City.⁴ Since the capacity of the City to give service in English has never been questioned, the purpose was to test the availability and quality of services that could be provided in French. In all, 50 calls were directed in French⁵ to the City administration by several members of the Commission staff over a period of approximately four months. Although the sample was small, questions were carefully selected so as to involve a wide range of City departments and agencies giving service to the public, and indeed every civic department was contacted at least once.

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4. Sample questions: When are the next municipal elections? At what hours is Laurier House open to the public? Where can one obtain inoculations? What are the taxes on a certain house? When will the work on a certain street be completed?
 5. Early in the survey it was found that several departments were being effectively shielded from calls in French by unilingual English-speaking telephone operators at the City's central switchboard. In such cases interviewers were instructed to use enough English to get past the switchboard and then revert to French.

Limited though it was, the telephone survey provided some useful data and some general insights into the oral capacities and language attitudes of civic employees. While the sample was too small to give a reliable picture of any single department, the aggregate result for the City as a whole is probably broadly accurate.

Census data, 1961 census. Finally, the Commission had arranged, at the beginning of its research programme, to obtain certain special tabulations of data from the Dominion Bureau of Statistics, based upon the 1961 Census of Canada. Among the groups so selected for close study were employees of the federal and provincial governments, and also municipal employees in selected municipalities. Thus for a 100 per cent sample⁶ of municipal employees resident in Ottawa and in Hull in 1961, the research staff had tabulations relating to ethnic origin, mother tongue, official language, age, sex, education, income, occupational category, and other characteristics. Although these figures refer to 1961, they acquired added importance from the fact that most of the data on Ottawa could not be obtained directly from the City in any other or any later form.⁷

6. To preserve the anonymity of individuals, tabulations were programmed by the Bureau so as to suppress any line where the total represented one person only. Consequently totals vary slightly from table to table.

7. These data refer to employees of municipal governments who resided in the City of Ottawa at the time of the Census, but in fact the City has required its employees to reside within the City since May 1931. Certain other area municipalities have the same requirement, and others are too small to affect the Ottawa picture, so that one can count on a fairly high correlation between municipal employees resident in Ottawa and those employed by the City.

For Hull the figures proved less valuable, principally because the very high proportion of employees of French origin (96.5 per cent) and the extremely small numbers who listed English as their mother tongue made intergroup comparisons of very doubtful validity.

All in all, some seven different research phases have been employed in assembling the composite picture that follows of the Ottawa municipal administration. Virtually all of them revealed certain limitations and imperfections as the study proceeded. While the research staff made every effort to be as thorough and as resourceful as possible given the means at their disposal, there is no doubt that a more detailed and perhaps a more convincing picture could have been produced if the Commission had received a higher level of co-operation from the City's Board of Control and senior officials. To put the matter bluntly, this part of the study was one - indeed the only one - that met substantial resistance to the very idea of examining the present language situation in the capital. Yet one approach corroborates another, and the cumulative effect of several different methods firms up the picture. We believe that the picture of the City of Ottawa which follows is broadly accurate, even if incomplete on points of detail.

II. The language of service to the public

As might be expected in a City where approximately seven out of every ten residents have English as their mother tongue, the bulk of civic business involving members of the Ottawa public takes place in English. Communication in English may be called the norm; in a formal sense it is also the language of work within the Ottawa municipal administration. The chief task of this section is, therefore, to delineate the degree to which services are equally available in French. Since the area to be treated is rather large, a distinction is drawn between oral usage, which involves direct, interpersonal contact, and written usage, in which an intermediary stage, be it a letter, form, circular or some other document, is inherent in the communication process.

It should be noted at the outset that according to the interviews with department and branch heads, a very low percentage of civic business was reported to be carried out in French. Of the 29 interviews carried out only six maintained that French-language transactions comprised more than 15 per cent of their total business with the public. At first glance, in view of the proportional size of Ottawa's French-speaking community, this appears rather surprising, but there was general agreement that the current demand for services in French is relatively low.

Oral usage. Oral communications between civic employees and members of the general public take place in two quite different ways. They occur both in face to face situations in which the people involved are in close physical proximity, and via the telephone. Unfortunately, little can be said with any accuracy in relation to face to face contacts. Indeed, this was one of the areas which the questionnaire refused by Board of Control was designed to elucidate.

In the field of telephone contacts, a reasonably reliable body of information exists. First, in relation to telephone access to the City, it is perhaps worth noting that the main listing of municipal agencies in both the 1965 and 1966 telephone directories appear only in English⁸ under the heading: "City Hall Corp. of Ottawa". Thus at least a minimal knowledge of English appears to be required before a correct contact can be made.

Second, of the 29 civic officials interviewed, 26 reported that their agencies were identified by the person answering the call in English only. Two others failed to reply to the question, while one reported that a bilingual salutation was sometimes used.

The results yielded by the telephone survey were largely similar. Of the 50 calls placed, 47, including

8. The main Hull listings are in French only, while under the heading "Eastview, ville de" the departmental listings are bilingual. All three cities have a cross listing in the other language. Thus Ottawa has: "Ottawa Cité de - see City Hall".

those made through the central switchboard, met with an initial response in English only. In one instance the telephone surveyor did not record the response; in another, the language of response could not be identified; while in the one remaining case a French language salutation was employed. No bilingual responses were encountered. Thus, in the two stages which precede the actual request for service, the individual's location of the relevant agency in the telephone directory, and the City's initial response, English is employed almost exclusively.

Once the actual communication begins, however, the use of French rises considerably, though not as much as the interview results had led us to expect. In the 29 interviews carried out, there were 26 respondents who had reported either that their telephone operators were bilingual or that French language calls were directed to bilingual employees. Two had failed to reply to this question, and only one had responded that the operator in his agency asks the caller to speak English. As the agencies of two of these last three respondents were not included in the telephone survey and the department of the third was called once only, it is clear that the interview responses point to a distinctly higher number of successful calls than the survey, conducted about a year later, in fact obtained.

In the Table 3.1 the overall results of the telephone survey are presented,

Table 3.1

Availability of Ottawa municipal services in French, 1966

	<u>N</u>	<u>%</u>
Service available immediately	10	20
Service available though involving a marginal delay	11	22
Service available but only after insistence	8	16
Service available but involving major delays or linguistic difficulties	5	10
Service unavailable	16	32
Total	50	100

Source: telephone survey

There are several points concerning this table which require explanation. French language service, in one form or another, was found to be available in some 34 cases (or 68 per cent of the total). It should be noted, however, that had we rigidly adhered to our original assumption, that is, that we were unilingual members of the French-speaking public, and employed no English at all, this figure would have been considerably lower. Because of the frequent presence of telephone operators speaking English

only on the City's central switchboard, the telephone surveyors during seven calls were obliged to employ a few words of English in order to reach those agencies which were being thus "curtained off". Had the above figures been calculated taking this phenomenon into account, the proportion of calls in which some form of French-language service was obtained would have been 54 per cent.

Second, although some form of French language service was obtained in approximately two of every three calls, an important qualitative reservation must be stated. If the criterion of adequate service in French is the citizen's ability to use French as a full and real alternative to English without substantial delay or less expert service, only those calls in the first two categories of the table so qualify. That is, in only 42 per cent of the calls could the services rendered in French be considered adequate.

In 13 of the calls made, or 26 per cent of the total, the quality of service in French was distinctly inferior to that which would have been available to the English-speaking caller. In some instances the employee attempted to persuade the caller to speak English, thus occasioning a definite time loss; in others the requested information was given in garbled form because the employee's facility in French was inadequate; while in a few cases delays of up to five minutes due to the absence of an employee able to communicate in French were experienced.

Despite the absence of French from the telephone directory and from the salutations employed by receptionists, it is fair to say that the ability of the civic administration to provide adequate telephone service in French, once contact is made with the relevant agency, is perhaps greater than many members of the public might suspect. At the same time it must be noted that in about six of every ten telephone calls placed, the research team was unable to obtain service in French equivalent to that available in English. There is one further factor. The telephone survey consisted of simple, direct questions, such as could be answered by a good proportion of employees in the department concerned. Whether the same ratio of success could be maintained with respect to questions of a more complex or technical kind is difficult to say.

Written usage. This heading covers several distinct types of language usage. In order to present the data in as thorough a manner as possible, three different types of written usage will be analyzed: correspondence, information distributed through the mass media, and public forms. Correspondence differs quite markedly from the communications coming under the other two categories to the extent that the role of the administration is, in a linguistic sense, passive. It is generally the citizen, rather than the City, who initiates the contact.

According to the interviews, the proportion of French-language correspondence received by the City is quite low. Of the 29 departmental and branch spokesmen interviewed, four reported the reception of letters in French every day or almost every day, while two suggested that this form of contact occurred about once a week. Of the remaining 23 spokesmen, three reported that their agencies received letters in French but once a month, 19 maintained they were contacted in French "very rarely", while one suggested that his agency never received French-language communications. Despite the low proportion of letters received, some municipal agencies appear to have reasonably well developed techniques to handle French language correspondence. Thus 11 of the 29 agencies, including two of the four reporting daily contact maintained that letters in French were handled completely in French. Seven, including one with daily and another with weekly contact, reported that they had the letters translated internally but did not specify whether or not a French-language reply was sent out. Seven other agencies maintained that the procedure varied with circumstances or did not respond. Four of the 29 agencies, including one which reported daily reception of French correspondence, stated that they replied to French-language letters in English.

According to the interviews, most of the information distributed via the mass media is handled in the following manner. The announcements to be made are either submitted

to, or originate in, the City Clerk's office, in English. Representatives of both the English and French language newspapers, television or radio stations are then contacted, and it is left to the French-language media to make the necessary translation. Thus, when the announcements reach the public they are generally available in either language, but this is due rather to the presence in Ottawa of well-developed French-language media than to City Hall policy.

Though the more usual practice is for information to be channeled through the City Clerk's office to the media, some seven agencies reported variations from this pattern. The spokesmen of six of these agencies maintained that at least some of the required translation was done by their own staff.

With respect to printed matter distributed by the City, such as public forms, notices and promotional material, the extent of the administration's bilingualism is open to rather serious doubt. During the interviews, some 14 of the 29 agencies contacted reported that five per cent or more of their business with the public was conducted in French. Of these 14, only six reported that they employed bilingual forms or forms available separately in English and French. The forms of seven other agencies appear to be available solely in English. The remaining case, that of the Tax and Water Revenue Branch of the Treasury Department, is rather interesting. At the time the

interview was carried out in 1965, this agency reported the use of forms in English only, but that up to 1958 bills had been worded in both English and French. It said that French was dropped, however, because the adoption of I.B.M. cards for billing did not leave sufficient space for both languages. In June 1966 the municipal council passed a resolution to make city tax and water bills bilingual in 1967. This has now been implemented, space for French having been found on the same size of data processing cards as used previously.⁹

Of the remaining 15 agencies surveyed, five reported the use of some bilingual forms or forms for which a separate French version exists. Thus, of the full 29 agencies, it would appear that 12 at least have some of their forms available in both English and French, while 17 employ forms which exist only in English.

It does not follow from these figures that approximately a third of the City's public literature is available in French as well as English. Although 12 agencies reported the use of some bilingual forms, the stress is on the word "some". In most instances the range of material available in English appears to be considerably wider than that available in French.

9. It might be noted that the Ottawa Hydro-Electric Commission has used bilingual data processing cards for its electricity accounts for several years.

If the interviews gave the impression that the printed matter destined for general public use is only occasionally available in the two languages, analysis of the sample documentation submitted by civic agencies tends to bear this out. It strongly suggests that in no department is the full range of departmental services as open to the person wishing to conduct his written civic business in French, as it is to the person using English.

The samples of publicity and promotional material put out by the City do seem to be rather more bilingual than the normal run of public forms and notices. Even here, however, French is very far indeed from occupying an equality of status with the English language. An illustration of this is provided by the workings of one agency. The Fire Prevention Branch of the Fire Department, which has as one of its major aims the dissemination of literature designed to foster fire safety measures, must be characterized as one of the most successful of municipal agencies in providing bilingual service. Nevertheless even here, according to an inventory submitted by this agency of the various types of promotional material used, the range of topics dealt with in the material available in French is roughly half that handled in English.

One case which typifies the relative positions of the two languages is their use in the City's official tourist map. This document, which is distributed free of charge at the Tourist and Convention Bureau's information kiosques, has a French heading as well as one in English;

most of the material contained within the map, however, appears in English only.

Not all the printed material employed by the City originates within the administration. Several civic agencies in fact reported in interviews that they use documents prepared by the senior levels of government. It is interesting to note here that the institutional context in which the City operates appears to pull, gently but visibly, in two different directions, for while only one French-language version of a document originating with the Province of Ontario was reported, those of federal agencies appear to be largely bilingual. In at least two civic agencies, the only bilingual forms reported were those made available by federal authorities. Thus the federal government evidently contributes in some measure to whatever bilingual aspect the City presently possesses.

To sum up this section, one can say that although some French usage exists in each of the categories surveyed above, only in relation to information disseminated by the mass media, thanks to the presence of French-language press, radio and television facilities, is the French language a full alternative to English. In none of the other categories of oral or written usage does it seem possible for the French-speaking citizen to obtain in his language the same range of services as are available to the English-speaking one.

The position of languages other than English and French. Earlier in this study we pointed out that English and French are, in a numerical sense, by far the most significant languages spoken in Ottawa.¹⁰ Other languages, however, are also found, and some are spoken fairly widely. Thus it is of interest to note how the civic administration responds to the needs of those speaking other languages.

In the course of the interviews ten languages other than English or French were reported by municipal spokesmen as having been encountered during the course of their work. These languages, listed by the frequency with which they were mentioned, were: Italian, 15 times; German, six times; Greek, twice; Polish, twice; Spanish, twice; Ukrainian, twice; Slavic (sic), twice; Arabic, once; Russian, once; and Jewish (sic), once. Contacts in this category appear to be fairly rare, although four civic agencies¹¹ reported that their business with members of other language groups, particularly with members of the Italian community, comprised in some instances, up to 15 per cent of their workload. While most of the City's departments seem to believe that in the provision of service to members of these communities their usual procedures are adequate, a few agencies evidently go to considerable lengths to accommodate requests for service in languages other than

10. See above, Chapter I, p. 1.89.

11. These four were: the Public Welfare Department, the Tax and Water Revenue Branch of the Treasury Department, the Office of the Assessment Commissioner, and the Urban Redevelopment, Conservation and Housing Branch of the Property Administration Department.

English and French. Spokesmen for the Tax and Water Revenue Branch of the Treasury Department and the Urban Redevelopment, Conservation, and Housing Branch of the Property Administration Department both reported that their agencies had hired Italian-speaking employees specifically to deal with requests for service in that tongue.

The Health Department, in response to our request for sample documentation, submitted copies of forms available in Italian and Dutch (the Dutch language forms, as well as one of the three Italian samples, had evidently been obtained from a federal agency). The director of this agency, in an explanatory letter forwarded with the forms, reported that his department had as well a few forms containing instructions on hygiene in restaurant kitchens, available in Arabic, Cantonese, and Greek, and in the post-1956 period had also "produced quite an amount of material in Hungarian" for those who had come to Ottawa in the aftermath of the revolution.¹² On a slightly different note, a spokesman for the Tourist and Convention Bureau reported in the interviews that arrangements had on occasion been made through his agency for interpreters for tourist parties of languages other than English and French.

Although it is clear that the four agencies discussed above make specific efforts to serve the members of other

12. Letter from Dr. R.A. Kennedy to Michael Oliver, June 30, 1966.

language groups, no other departments can be added to their number on the basis of the data available, perhaps because of the low demand that is considered to exist for such services.

Some selected municipal agencies. While each agency of the civic administration has its own role to play in providing services to the public, some are clearly more relevant than others from the standpoint of oral and written contact with the citizen. The following section comprises a series of brief sketches of agencies that possess special service functions.

Three agencies in particular seem to serve as important "channels" by which the resident approaches his local government: the Civic Complaints Bureau, which, as its name implies, collects many of the contacts which citizens make in one important area of their relations with the municipal government; the City Clerk's Office which, in addition to the key role it plays in the dissemination of information, is also a major access route to the municipal council; and the Office of the Secretary to Board of Control, which occupies an analogous position in relation to the executive level of local government.

The data on the Civic Complaints Bureau are less complete than they might be; its director declined to be interviewed by Commission staff. Nevertheless, from the

rather limited information at hand, this bureau appears to be among the more successful civic agencies in the provision of bilingual service. During the course of the telephone survey three calls to the Bureau were made. In one call the surveyor had to request, in English, the services of a French-speaking person, which were, however, quick in forthcoming. In the other two calls, although operators who could speak English only were encountered, the calls were almost immediately transferred to a French-speaking employee. All three calls were thus classified as successful.

The situation in the City Clerk's Office is, in some respects, similar. Three telephone calls were made to this agency. In all three service in French was obtained, although in two of them the French-speaking employees appear to have served simply as interpreters, presumably because the person who could give the information required was unable to express himself adequately in French. The telephone practices of the City Clerk's Office, as revealed in the calls made, contrasts rather favourably with the picture which emerged from the interviews. The general impression produced by the latter was that an effort was made to provide French language services primarily in cases where the citizen obviously could not speak English. The spokesman for this agency reported that French-language correspondence was usually replied to in English.

In response to our request for sample documentation, this agency submitted several documents making use of French, the majority of which were promotional and tourist-oriented in character. One of these documents was similar to the City tourist map mentioned above: the heading was bilingual while the information contained within appeared exclusively in English. No French-language versions of the forms used by the Office were reported.

Little can be said with accuracy in relation to the Office of the Secretary to Board of Control. An interview with a spokesman of this agency was refused, as were the checklists which were distributed to all salaried staff. No samples of documentation could be obtained. One call was made to this agency during the telephone survey and it met with a complete lack of success. During the course of this call, an employee remarked, in English, that there was no one in the office capable of dealing with a request in French.

Apart from the three agencies discussed above, the Tourist and Convention Bureau appears to fulfill a special service function insofar as it has, as a major role, the dissemination of specialized information about the City. Because of its special function this agency was called four times during the telephone survey. Two of these calls were adequately handled, though some delay was encountered before the calls were transferred to a French-speaking person; in

the third instance service was obtained though on a level qualitatively inferior to that available in English since the employee, though very co-operative, had an inadequate grasp of French to deal with the questions; in the remaining case, service in French could not be obtained at all.

The overall impression gathered from the interview with the Tourist Bureau is that it is primarily an English-language agency serving an English-speaking clientele. Some attempt, however, seems to be made to provide services in French; thus during the interview it was reported that it was policy to reply to French-language correspondence in French. Although this agency did not reply to our request for sample documentation, material gathered at other times by members of the research team demonstrates that some literature, designed primarily for tourists, is available in French. The range of material which exists in English, however, appears to be far wider. The symbolic but incomplete bilingualism of the official tourist map disseminated by this agency has been described above.

At least five other agencies play roles which seem central to the provision of service to the public. The changes in the language of the forms employed by the Tax and Water Revenue Branch of the Treasury Department were discussed earlier. Of equal interest are the services provided orally by this agency. Two calls were made during

the telephone survey. In both cases adequate service was obtained, though in one instance the employee attempted to ascertain whether or not the caller could speak English.

The overall impression resulting from the interview with the Assessment Commissioner's Office is that some attempt is made to provide French language services on the informal or unofficial level, although on the official plan little if any recognition is accorded the French language. The other available data tend to support this impression. Only one telephone call was made to this agency during the survey: service in French was obtained, though only after some insistence.

The sample forms submitted by this agency appear in English only. No French language versions were reported. At least to some degree this "formal unilingualism" seems to be a function of the institutional context within which the agency operates, for, as the spokesman for the department pointed out during the interview, there exist statutory requirements in the composition of these documents. In many cases the form itself and therefore, the language employed on it are prescribed by law.¹³ It seems anomalous, however, that while a citizen will receive his 1967 tax and water bills in bilingual form, the assessment notices issued in 1967 for the tax year 1968, which can affect his legal rights more directly, continue to appear in English only.

13. See above, pp. 2.7 and 2.57.

Reference was made above to the roles played by languages other than English and French in the documents of the Department of Health. In several respects the position of French, though far stronger than that of the other languages, is not qualitatively different. Analysis of the documentation submitted by this agency suggests that a considerable body of material, comprising forms which the individual fills in, as well as informational material, exists in French. All internal forms used by the department are, evidently, available in English only.

During the telephone survey some seven calls were made to this agency and its several subdivisions. In six of the calls some form of French language service was obtained. Only in two calls, however, was the service as readily available as it would have been to an English language caller. In the remaining four cases difficulties were encountered due either to the employees' attempts to handle the call in English or to their inadequate command of the French language.

According to the interview with a spokesman of the Public Welfare Department, a definite effort is made to provide services in French. Thus, French-language correspondence appears to be answered exclusively in French, though translations are made by the Department for internal use. Further, a relatively well articulated policy by

which telephone calls in French are dealt with by bilingual personnel has been developed. This latter point was corroborated by the one telephone call made to this agency during the survey, which met with adequate service.

The language of written usage in this department, however, is almost completely English. Apart from one form obtained during the interview which has a French-language section, no other documents in French were reported. All of the sample forms submitted to us were in English only. Here again the institutional context appears to contribute heavily to this "official unilingualism". Many of the forms, ranging from applications for assistance under a provincial Act to commitment forms for the mentally ill, originate with, and are prescribed by, the Province of Ontario. To quote from the letter which accompanied the submission of documentation:

You will see from examination that many of these are actually provincial welfare department forms. Their use is either prescribed or made available to us. 14

Although the documentation submitted by the Recreation and Parks Department suggests that its internal forms exist only in English, a spokesman for this agency, when interviewed, reported that almost all of their publicity and informational material destined for the public is

14. Letter from S.R. Godfrey to M. Oliver, July 4, 1966.

available in both languages. Further, according to the latter source, a standing policy exists of handling French-language correspondence completely in French.

During the telephone survey five calls were made to this department and its branches. In one of these calls service in French could not be obtained, although in three others requests in French were handled in a fully adequate manner. In the remaining case service in French was obtained though only after insistence on the part of the caller.

Internal language usage. A few scattered references have been made already to the language of work within the Ottawa municipal administration. Before we conclude the question of language usage a more explicit look at this area is in order. Since the situation is very straightforward, it can be summarized briefly.

None of the various sources for this study reported existence of any French-language or bilingual internal forms or documents. This applies on the departmental as well as the inter-departmental level. It appears equally true of those agencies headed by French-speaking directors as of those with English-speaking chiefs.

The position of French as an oral language of work appears to be almost as weak as it is on the written level.

In only three of the 29 interviews was French mentioned as a language of oral communication among municipal employees. In communications between English- and French-speaking municipal servants, it is the general practice for the French to speak English, not the English to speak French. On the basis of the limited data available to us, no other conclusion is possible but that the language of work of the Ottawa municipal administration is almost exclusively English.

III Some attitudes towards the provision of bilingual service

Of major importance to the presentation of an adequate picture of the Ottawa municipal administration are the attitudes toward the provision of bilingual services that were encountered in the course of the study. The major source of data for this section was of necessity the interviews with the heads of the various municipal departments and branches. Although much of the discussion must consequently be restricted to an analysis of the administrative elite, it must be remembered that the attitudes and actions of this group are more important than are those of employees at more junior levels. Members of this group exercise an opinion leadership, that is, they exert an influence on the policies and general attitudes of the administration far stronger than their numbers would suggest.

For all practical purposes, those interviewed divide into two major groups, English-speaking and French-speaking. Of the 30 department and branch heads whom we attempted to interview, only four reported French as their mother tongue: this distribution is significant. Indeed, perhaps the most striking aspect of the analysis was that the French-speaking respondents, together with one or two of those with English as mother tongue, reacted in markedly different ways to the majority.

Most of the English-speaking respondents tended to cluster around the position that the present level of services provided by the City in French is, by and large, adequate, very few seeing any need to make improvements. In a few cases references - veiled and otherwise - were made to the past tenure of agency heads¹⁵ who were reputedly anti-French or anti-Catholic or both, but these were coupled with the claim that in the intervening years a situation approaching the optimum had been reached.

On the other hand the French-speaking respondents, supported by a small minority of the English-speaking group, looked at fundamentally the same situation and found it wanting. The general consensus of this group was that while some isolated efforts were made to serve the French-speaking public, the services thus provided were basically

15. None of whom, apparently, was still employed by the City at the time the interviews took place.

inadequate. More than once it was suggested that a French-speaking citizen had to speak English if he wished to obtain the level of services available to his English-speaking compatriot.

The key point to be noted here is the different concepts of "adequacy" which seem to underpin the views of both groups. Most of the English-speaking respondents appeared to see themselves involved in the administration of a predominantly English-speaking municipality of the Province of Ontario. The provision of services in English is to them the norm. Other languages, including French, have, if anything, a secondary status. Since French-speaking citizens are the most numerous of the non-English groups, greater accommodation is extended to French than to any language other than English. Thus, if French is seen as a secondary language with no official status, it is readily understandable why so many of these respondents see the level of French service presently provided as adequate, or even liberal.

The position of the French-speaking respondents, as well as that of a minority of the English-speaking group, appears to have been based on quite a different criterion. Their underlying view seems to have been that the French language is or should be a ready alternative to English for the citizen in his relations with the City authorities.

From this perspective it is immediately apparent that the level of services in French described above is very far from satisfactory.

There is, however, another aspect of the attitudes encountered which is not fully explained by differences in the perspectives of the two groups. In several cases, all of which belong to the English-language majority group, the interviewers were met with hostility, latent or overt. Reference has already been made to one department head who refused to be interviewed at all. In several other cases the interviewers came away with the strong impression that the respondent was antagonistic to the entire study. It was asserted, almost belligerently, that no problems of bilingualism existed in agency X yet. In some instances this was developed along the lines that the Commission, by conducting research on these topics, was accomplishing nothing and simply "stirring up" a basically satisfactory situation.

While hostility was encountered during the interviews within the administrative elite, it must be added that it was not evident among employees at lower levels. The telephone survey, though not designed to investigate attitudes toward the provision of bilingual service, nonetheless encountered no hostile or antagonistic behaviour on the part of municipal employees. The most frequently encountered reactions were semi-apologetic statements such

as "I'm sorry, I don't speak French", and surprise at meeting someone who could not or would not speak English.

To ascertain the relative weight assigned to bilingualism by members of the administrative elite, the 29 department heads who were interviewed were asked whether they thought it important that some of their employees be bilingual, and, if so, why, and more specifically for what types of positions facility in French and English was important.

Of the 29 respondents, three evidently felt that the importance of having bilingual staff members was negligible. Three others felt that it might be of some importance but were unable to designate specific job categories that should be filled by bilingual personnel. The remaining 23 felt that the presence of some bilingual staff members was important, and identified specific types of positions to be staffed with bilingual personnel.

Table 3.2 lists by frequency the job categories so identified. It will be noted that a few posts common throughout the administration are identified several times; the majority are more specialized, and often limited to one or two agencies. Further, most respondents did not suggest that all employees within these job categories should be bilingual. Responses were usually in the form that it would be desirable to have "a few" or "some" bilingual staff in category X.

Table 3.2

List of positions identified as preferably bilingual

Type of Position	Number of Times Identified
Telephone receptionist	8
Clerical staff dealing with the public	7
Inspectors	6
Work crew foremen (in specified wards)	3
Recreation programmer	1
Applicant interviewer	1
Health instruction staff	1
Food service staff	1
Nursing staff	1
Case worker	1
Social worker	1
Buyer	1
Town planner	1
Engineer	1
Lawyer	1
Agency supervisor	1

Source: interviews with departmental heads.

Yet the table does imply some interesting attitudinal trends. The frequency with which the receptionist and clerical categories were identified suggests a broad

awareness of a need for bilingual personnel on this level. The same degree of awareness in regard to professional categories, however, is not evident. Even when they are taken as one group, professional positions were identified only half as frequently as the receptionist and clerical categories.

On another level, that of the administrative elite itself, very little importance appears to be attributed to the presence or absence of bilingual staff. Only one respondent identified his own position as a post which should be held by a bilingual person. The remainder appear to have felt that linguistic competence in French was not relevant to their personal efficiency as municipal administrators.

In short, although approximately 80 per cent of those interviewed attributed some importance to bilingualism in the civic administration, the positions most frequently identified were relatively low-status, low-reward posts, such as receptionists and clerks. Seemingly less important was the language in which services are provided by professional employees, while almost no importance was attributed by members of the elite to the presence or absence of bilinguals within the elite itself. As will be seen in the following chapter, this scale of values contrasts visibly with the conception of bilingual services encountered in the City of Hull and elsewhere.

IV Composition and language skills of the administration

The range and quality of services that any institution can provide are directly related to the abilities of its staff. This is to say that no study of a local government would be complete without an examination of its municipal servants. In this section we shall be looking at the employees of the City of Ottawa primarily from two broad standpoints: the composition and structure of the administration in terms of linguistic groups; and the incidence of bilingualism and the roles played by bilingual employees in the administration.

No single comprehensive body of information, such as the questionnaires would have produced, was available to us. Instead several sources have been used, the three main ones being:

1. A City of Ottawa personnel list for the spring of 1965. This list covers all 3742 persons employed by the City at that time and is broken down as between salaried and wage-earning staff. A name analysis technique was applied to the list in order to obtain in approximate terms the presumed ethnic origin of the total administration.
2. Checklists prepared during the summer of 1965. These lists were filled out with respect to some 900 salaried employees, who represent in the main

the administrative core of the City to be found at City Hall. The fire and police services, those employed directly by judicial agencies and a very small group whose functions could not be ascertained, are not covered by the checklists. No information was obtained from the Offices of the City Clerk and of the Secretary to Board of Control, and this along with a number of partial responses and non-responses from other agencies brought the overall response rate to about 90 per cent of the group approached. From these checklists information was supplied on four points only: job classification, degree of public contact, mother tongue, and fluency in the French language.

3. Census material for 1961. The Dominion Bureau of Statistics supplied the Commission with census information on all municipal servants resident in the City of Ottawa¹⁶ (Tape 2). These data on some 2700 employees relate to ethnic origin, official language, mother tongue, schooling, occupation, age, sex, earned income, and a number of other variables.

Linguistic composition. Table 3.3 compares the linguistic proportions by mother tongue of the Ottawa administration with the City at large. It will be noticed

16. See p. 3.10, note 7.

that the group of French mother tongue is over-represented in the administration in relation to its position in the City at large. Those of English mother tongue are slightly under-represented, while those of other mother tongues are considerably so.

Table 3.3

Ottawa, mother tongue of City at large and administration, 1961

Mother tongue	City		Administration	
	N	%	N	%
Total	268,206	100.0	2676	100.0
English	188,072	70.1	1780	66.5
French	56,882	21.2	791	29.6
Other	23,252	8.7	105	3.9

Sources: City; Census of Canada, 1961,
Bulletin CT-13
Administration; Tape 2, Table 1, p. 42

More recent data on the mother tongue composition of the administration are not available. However, using a name analysis technique, the distribution by presumed ethnic origin for the spring of 1965 may be obtained. This is given in Table 3.4. In the same table are also presented the 1961 census figures on ethnic origin, and it will be seen that these two sets of percentages are closely

Table 3.4

Ottawa, ethnic origin of administration,
percentages, 1961 and 1965

	1961	1965
Total	100.0	100.0
British	54.7	54.1
French	33.1	32.9
Other	12.2	10.2
Doubtful	-	2.8

Sources: 1961; Tape 2, Table 1, p. 42
1965; name analysis of City of Ottawa's
personnel list

comparable, even though some names had to be classified as doubtful in the name analysis.¹⁷ That there should be such slight variation between 1961 and 1965 in the ethnic distribution suggests strongly a linguistic stability that would also leave the mother tongue figures changed very little over this period.

While it is clear that the City has a relatively high proportion of employees, both of French origin and of French mother tongue, it is of equal importance to note that they are not evenly distributed throughout the

17. For example, surnames such as "Albert" and "Martin", which could indicate either British or French origin. Surnames of non-French, non-British origins are often difficult to identify as such, and may consequently be underestimated.

administration. On the contrary, as Table 3.5 indicates, employees of French ethnic origin exhibit a marked tendency to cluster near the bottom of the hierarchy.

Table 3.5

Ottawa municipal employees, ethnic origin by
income category, 1965

Ethnic origin	Total		Hourly Paid		Salaried		High Salaried	
	N	%	N	%	N	%	N	%
Total	3742	100	1702	100	1991	100	49	100
British	2024	54.1	745	43.8	1244	62.5	38	77.6
French	1232	32.9	787	46.2	441	22.1	4	8.2
Other	382	10.2	156	9.2	219	10.9	3	6.1
Doubtful	104	2.8	14	0.8	87	4.4	4	8.2

Sources: name analysis of the City of Ottawa's personnel list and of its print-out of those earning \$9,600+ per annum.

Looking only at the two major ethnic groupings, it is apparent that those of British origin, while comprising some 55 per cent of the total work force, compose rather less than 45 per cent of the hourly paid workers, over 60 per cent of the salaried employees, and over 75 per cent of those drawing a salary of \$9600 or more per annum. On the other hand those of French ethnic origin, though about one third of the total civic work force, contribute over 45 per cent of the City's hourly paid workers, barely a

fifth of its salaried employees and less than 10 per cent of those in highly rewarded positions.

A more precise measurement of income distribution is supplied by census data. As presented in Table 3.6, these indicate a pattern similar to that of the previous table. In the income categories below \$5,000 the employees of British origin are under-represented and those of French origin over-represented. In the upper income levels the positions are reversed. It is important to note that in 1961 one out of five city employees of British origin had an income of \$5,000 or more, while only one out of 10 of French origin and one out of seven of other origins were in this income category.

Table 3.6

Municipal employees in Ottawa, distribution by ethnic origin and employment income, percentages, 1961

Ethnic origin	Total		Employment income			
	N	%	Under \$3000	\$3000-\$4999	\$5000-\$9999	Over \$10,000
Total	2677	100	24.8	59.0	15.1	1.1
British	1465	100	21.9	57.7	19.0	1.4
French	885	100	29.6	60.5	9.4	0.6
Other	327	100	25.1	60.9	13.1	0.9

Source: Tape 2, Table 9

The disproportionate weight of the employees of British origin in the upper echelons is again apparent when we look at the names appearing on the City's organization chart for the upper levels of its administrative departments.

On this chart appear 76 persons earning \$6500 or over. This body, which includes the department heads, can fairly be termed the City's administrative elite; it almost certainly includes the senior personnel who are important from a broad policy-making standpoint. As Table 3.7 shows, its composition by ethnic origin provides further evidence of the pre-eminence of employees of British origin in the

Table 3.7

Ethnic origin of Ottawa municipal employees appearing on the organization chart and earning \$6500 or over, 1965

Origin	All senior positions		Dept. heads only	
	N	%	N	%
Total	76	100	18	100
British	63	82.9	14	77.7
French	8	10.5	2	11.1
Other	2	2.6	1	5.6
Doubtful	3	3.9	1	5.6

Source: name analysis of City of Ottawa organization chart

decision-making circles of the City. The 18 department heads appearing on this chart showed in 1965 a distribution roughly similar to the top administrative structure as a whole, though as of 1967 two of the three of non-British origin had retired or resigned.

The clustering of employees of British origin at the top of the City's work force and of employees of French origin at the lower end may be seen in yet another way by looking at the occupational distribution of municipal employees. Table 3.8 illustrates the occupational pattern revealed by the 1961 census.

Table 3.8

Municipal employees in Ottawa, ethnic origin by occupation group, percentages, 1961

		Total	British	French	Other
Total	N	2673	1462	885	326
	%	100.	100.	100.	100.
Managerial		5.3	6.4	3.7	4.6
Professional & Technical		11.1	13.3	5.8	16.0
Clerical		14.4	16.4	11.5	13.5
Service & Recreation		31.7	37.5	24.4	25.8
Transport & Communication		4.1	3.4	5.5	3.4
Craftsmen, etc.		15.4	13.1	19.1	16.0
Labourers		15.4	7.7	27.3	17.5
All others*		2.5	2.3	2.6	3.4

Source: Tape, Table 7, Parts I and II, p. 36

* Comprising census categories of Sales, Farmers and Not Stated

Looking at the first two occupation categories, both of which are relatively high-status occupations, it is apparent that some 20 per cent each of the British and those of other ethnic origins fill these types of positions, while only 10 per cent of those whose origin is French are to be found in the same levels. At the lower end of the occupational scale, the categories of craftsmen and labourers account for over 46 per cent of those of French origin as compared to only 21 per cent of those of British origin, while those of other origins fall in between at 33.5 per cent. Despite the fact that civic employees in Ottawa of French origin are only 60 per cent as numerous as those of British origin, they actually outweigh the latter in sheer numbers (411 against 304) in these lower-status occupations.

Bilingualism. In 1961, rather more than a third (36.3 per cent) of all municipal employees in Ottawa were bilingual, which compares favourably with the level for the City at large of 25.0 per cent. Correspondingly the figures for those speaking English only, French only and neither of the two official languages were lower in the municipal administration (62.5, 1.2 and 0.0 per cent respectively) than those for the total Ottawa population (70.4, 3.3 and 1.3 per cent respectively).

The bilingual personnel, however, are not distributed evenly throughout the City's work force, mainly

because most of them are French-speaking by mother tongue and, as we have seen, most French-speaking personnel are clustered in the lower-status positions. Table 3.9 presents the mother tongue by official language correlation for municipal servants in Ottawa in 1961. Two points emerge

Table 3.9

Municipal employees, mother tongue by official language percentages, 1961

Mother tongue	Total		Official language		
	N	%	English only	French only	Both
Total	2644	100	62.5	1.2	36.3
English	1772	100	89.1	-	10.9
French	783	100	-	4.0	96.0
Other	89	100	83.1	-	16.9

Source: Tape 2, Table 4, pp. 177-180

clearly. First, whereas only one in nine of those of English mother tongue could speak the two languages, over 19 in every 20 of those of French mother tongue could do so. The high level of bilingualism in the latter group serves to emphasize an earlier conclusion, namely, that English is the language of work in the Ottawa administration. Second, it is the staff of French mother tongue which supplies the great majority (752 of 961, or 78.3 per cent)

of those able to communicate in either official language, even though it is less than half the size of the combined non-French groups.

In the light of this latter point, it is not surprising to find a close correlation in the occupational distribution by ethnic origin (Table 3.8) with that by official language (Table 3.10). A comparison of the two tables will show that the four categories where French origin employees form a higher percentage than the British (Transport, Craftsmen, Labourers and All Others) are the same four categories which have a higher than average level of bilingualism. Conversely, the four categories with

Table 3.10

Municipal employees, occupation group by
official language, 1961

Occupation group	Total		Official language			
	N	%	English only	French only	Both	Neither
Total	2673	100	62.2	1.2	36.5	0.1
Managerial	142	100	69.0	-	31.0	-
Prof. & Tech.	297	100	74.1	1.0	24.9	-
Clerical	386	100	71.2	0.3	28.5	-
Service & Rec.	848	100	71.7	0.6	27.7	-
Trans. & Comm.	109	100	48.6	0.9	50.5	-
Craftsmen	412	100	54.1	1.0	44.9	-
Labourers	412	100	36.9	3.9	58.7	0.5
All others*	67	100	50.7	4.5	44.8	-

Source: Tape 2, Table 7, Parts I and II, p. 36

* Comprising census categories of Sales, Farmers and Not Stated

levels of bilingualism lower than the overall average of 36.5 per cent (Managerial, Professional, Clerical and Service) are the very same ones where the municipal servants of British origin are in a higher proportion than those of French origin.

The influence of ethnic origin on bilingualism and occupation is further analyzed in Table 3.11. Instead of

Table 3.11

Municipal employees in Ottawa, total number and percentage of the total who are bilingual for each ethnic origin and occupation category, 1961

Occupation category	Total		Ethnic origin					
			British		French		Other	
	Total	% bil.	Total	% bil.	Total	% bil.	Total	% bil.
Total	2661	36.6	1462	9.5	885	86.7	314	21.7
Managerial	142	31.0	94	7.4	33	100.0	15	26.7
Prof. & Tech.	294	25.2	193	11.9	51	78.4	50	22.0
Clerical	386	28.5	241	8.7	102	81.4	43	14.0
Service & Rec.	843	27.6	548	6.8	216	82.4	79	22.8
Trans. & Comm.	109	50.5	49	10.2	49	93.9	11	36.4
Craftsmen	412	45.4	191	11.5	170	91.8	51	17.6
Labourers	409	58.9	113	16.8	242	87.6	54	18.5
All others*	66	45.5	33	15.2	22	86.4	11	54.5

Source: Tape 2, Table 2, p. 210

* Comprising Sales, Farmers and Not Stated.

examining all four official language categories as in the previous table, only the proportion formed by those having a knowledge of both languages is given. The resulting figures are noteworthy on two counts. First, it is clear that the level of bilingualism amongst those of British origin shows no tendency to rise with the status of the occupation. Second, the fluctuations in the percentages for those of French origin give us a clue to the whereabouts of two small but interesting groups, those municipal employees of French origin who speak only English, and those who speak French only. The latter group is indeed small. Numbering only 31, they are mostly concentrated in the labouring and all other categories. The former group, those of French origin speaking only English, is slightly larger at 87 members. Sixty of them are to be found in the professional and technical, clerical, and service and recreation categories, and it is their strong presence here that explains the lower than average rates of bilingualism for employees of French origin in these three categories.

However, leaving aside these distinctions resulting from the introduction of the ethnic origin variable, the basic fact remains that bilingualism is more likely to be found in the lower than in the upper ranks of the Ottawa administration. This can be seen in another way if we turn from the census data which cover all classes of civic

employees to the checklist material which, it will be remembered, included only those salaried employees who formed more or less the administrative core of the City. For the latter body the overall level of bilingualism drops from 36 to around 29 per cent.

The checklists employed a more simplified approach than the census in determining linguistic ability. Since the City's ability to provide service in English was not in question,¹⁸ the salaried staff were asked to state their degree of fluency in French. In this chapter and in the chapter following we have taken a rating of either fluent or considerable in a municipal employee as indicating a sufficient knowledge of the second language for him to use it in the performance of the normal duties of his position.

Table 3.12 presents the salaried group's facility in French according to mother tongue. The important contribution of municipal servants of French mother tongue to the bilingual corps is immediately apparent. By the above criterion only 9 per cent of those of English mother tongue can be considered functionally bilingual. Even with the addition of the staff of other mother tongues, the combined level of bilingualism for those of non-French mother tongue rises merely to 10 per cent. Put in slightly different terms, one can say of the staff of French mother tongue which

18. Indeed, as we have seen, according to the 1961 census only 1.2 per cent of the entire civic work force claimed French as their sole official language.

Table 3.12

Salaried employees, mother tongue by French language facility, percentages, 1965

Mother tongue	Total		Degree of French Language Facility			
	N	%	None	A little	Considerable	Fluent
Total*	935	100	63.7	6.7	4.6	24.9
English	679	100	82.6	8.2	5.9	3.2
Other	52	100	67.3	13.5	5.8	13.5
French	204	100	-	-	-	100.0**

Source: checklists

* Partial responses and non-responses excluded.

** Owing to an ambiguity on the checklists, the degree of fluency in French for those of French mother tongue could not be calculated from the returns. In this and the following tables we have had to make the rather arbitrary assumption that those of French mother tongue have retained a fluent command of their language. This was one of the topics which the questionnaire was designed to measure with greater accuracy.

makes up 22 per cent of the total salaried group, that it supplies 204 of the 276 (or 74 per cent) bilingual municipal servants.

Because of the relatively low proportion of bilingual staff to be found amongst the salaried group as a whole, an extremely important area to examine is the

location of these people in the administration. In other words, the question to be answered is whether or not those functionally bilingual in both English and French occupy any particular role vis-à-vis the citizen's communications with City Hall.

The first aspect of this question is the departmental distribution of the salaried employees, as given in Table 3.13. While it is apparent that at least one person in each department has a fluent knowledge of French, rarely does the proportion of those having a little or no knowledge of French fall below 60 per cent. In other words, at the time of the checklists only three agencies (Health, Island Lodge and Geriatric Centre, and Property) had as many as two out of five staff members able to give service in French.

Not all the salaried employees are in contact with the public. According to the checklists, some 12 per cent of the administrative core have no public contact whatsoever, while a further 20 per cent are in less than daily contact. As Table 3.14 shows, however, there seems to be no positive link between increased public contact and increased fluency in French. Indeed the combined proportion of those having a fluent and considerable knowledge of French scarcely differs as between the staff with no public contact (29.5 per cent) and those in more than daily contact (30.2 per cent). In other words, there is no clear statistical evidence of

Table 3.13

French language facility by departmental
distribution, salaried employees only,
percentages, 1965

Department	Total		French language facility				
	N	%	Fluent	Considerable	A little	None	No answer
Total	990	100	23.5	4.3	6.4	60.2	5.6
Assessment	50	100	14.0	10.0	-	74.0	2.0
Community Renewal	10	100	10.0	10.0	40.0	40.0	-
Health	85	100	28.2	12.9	5.9	52.9	-
Island Lodge	103	100	39.8	1.9	2.9	55.3	-
Legal	17	100	11.8	11.8	23.5	41.2	11.8
Personnel	15	100	20.0	20.0	-	60.0	-
Planning & Works	288	100	17.4	4.2	5.9	64.6	8.0
Property	24	100	33.3	-	4.2	54.2	8.3
Public Welfare	66	100	21.2	1.5	3.0	72.7	1.5
Recreation & Parks	43	100	27.9	2.3	11.6	48.8	9.3
Tourist	4	100	50.0	-	-	50.0	-
Traffic	20	100	30.0	-	5.0	65.0	-
Treasury	132	100	20.5	2.3	15.9	45.5	15.9
Water Works	133	100	27.1	1.5	-	70.7	0.8

Source: checklists. Information not available for
Office of the City Clerk or Office of the
Secretary to Board of Control.



Table 3.14

French language facility by degree of public
contact, salaried employees only, percentages,
1965

Degree of public contact	Total		French language facility				
	N	%	Fluent	Considerable	A little	None	No answer
Total	990	100	23.5	4.3	6.4	60.2	5.6
None	122	100	28.7	0.8	4.9	64.8	0.8
Less than once a day	195	100	24.6	2.1	4.1	69.2	-
More than once a day	599	100	24.2	6.0	7.5	61.8	0.5
No answer	74	100	6.8	2.7	5.4	16.2	68.9

Source: checklists

any overall policy of staffing positions requiring public contact with bilingual personnel. Indeed, if the "fluent" column alone were to be considered, facility in French decreases as public contact increases.

Another way of looking at the position of bilingual personnel in the administration is to see in what kinds of work they are engaged. On the checklists employees were listed under one of six job classifications: wage-earning,¹⁹

19. Although those reported under this heading were salaried employees, most were apparently in occupations normally associated with wage employment.

secretarial, clerical, technical, professional and supervisory. Although broadly similar to the census occupation groupings, these job classifications were established in this form so as to correspond to the City's personnel structure.

Classified according to the degree of French language facility, the job classification distribution is given in Table 3.15. The first thing to note from the table is that, when the fluent and considerable percentages are combined, no one distribution by job classification is startlingly different from another. Approximately ten

Table 3.15

French language facility by job classification,
salaried employees only, percentages, 1965

Job classification	Total		French language facility				
	N	%	Fluent	Considerable	A little	None	No answer
Total	990	100	23.5	4.3	6.4	60.2	5.6
Wage-earning	72	100	33.3	-	1.4	65.3	-
Secretarial	66	100	18.2	4.5	3.0	74.2	-
Clerical	180	100	26.1	4.4	5.6	62.8	1.1
Technical	300	100	26.3	2.7	6.3	64.3	0.3
Professional	149	100	18.8	11.4	8.1	59.7	2.0
Supervisory	174	100	24.7	4.0	10.9	59.8	0.6
No answer	49	100	-	-	-	2.0	98.0

Source: checklists

percentage points separate the group with proportionately the greatest French language ability, the wage-earners, from the one with the least, the secretarial staff. This differs from the situation which emerged when the total municipal labour force was examined by occupation group: in that case, it will be remembered, there was a distinct tendency for the lower-status positions to attract larger than average clusters of bilingual personnel.²⁰

The information presented above on the distribution of personnel able to speak French by department, by public contact, and by job classification all points to the conclusion that among the salaried group at City Hall employees able to give service in French are not concentrated in any special areas. There is no evidence in our statistical analysis of any conscious policy to locate bilingual staff at strategic positions in the organization. On the contrary the relatively even distribution of bilingual personnel suggests a complete absence of any differentiation of function according to linguistic ability. In other words, whether or not a citizen can obtain service in French at Ottawa City Hall appears to be, to a very substantial degree at least, a matter more of chance than of civic policy.

It is, however, necessary to add to this last statement some element of qualification. Various departments have made efforts to fill certain specific posts with

20. See p. 3.50, Table 3.10.

bilingual personnel, as, for example, receptionists or public health nurses. For the relatively few posts of this type the usual procedure is that the department concerned states its preference for a bilingual candidate when the post is advertised. In a few rare instances bilingualism has been made a formal requirement for the post, but this is the exception rather than the rule.²¹ For the vast majority of posts, the only linguistic requirement appears to be a sufficient knowledge of English to work in that language.

Finally, we inquired as to whether the City had any programmes to improve and develop the linguistic abilities of its employees. One specialized training programme was reported in the Ottawa Police Department (see Appendix 3.III below). The civic administration itself, however, has had up to 1967 no language training schemes of any kind.

V. Summary

The following are the major points that may be abstracted from the study of Ottawa.

1. Most communications between the administration of the City of Ottawa and members of the public are conducted in English, the current

21. Only two examples of this were reported: the Secretary to the City's Centennial Committee, and a receptionist in the Personnel Department.

demand for services in French being relatively low.

2. The telephone survey indicated that in the field of oral usage, adequate service in French could be obtained on approximately two out of five occasions.
3. As to written correspondence, whether or not a letter sent to the administration in French will be answered in the same language would seem to depend largely on the agency contacted. Some agencies reply in French as a matter of policy; others invariably in English; still others reported that procedures varied with the circumstances.
4. Information is distributed through the mass media in both languages with translation into French usually provided by the media themselves.
5. Public notices, forms and promotional material are to a limited degree available in French as well as English. On the whole, bilingualism in this area appears to be fairly rudimentary.
6. Four agencies reported a need to make some provision for service in languages other than French and English.
7. The internal language of work is, from all the evidence available, English only.



8. With respect to the composition of the civic labour force, those of French mother tongue form a higher proportion within the administration than they do in the City at large. The percentages for those of English and other mother tongues are correspondingly lower.
9. However, an examination of hourly paid as against salaried employees, of employment income, of the decision-making core and of occupation groups, points to a preponderance of French-speaking municipal servants in the lower echelons. English-speaking employees, on the other hand, account for a disproportionate share of the higher-salaried positions.
10. About 36 per cent of the administration were reported to be bilingual, but again such personnel are not evenly distributed across the total municipal work force. When only the salaried group is considered, the bilingual proportion drops to around 29 per cent.
11. Approximately three-quarters of the bilingual staff are French by mother tongue.
12. There is no clear evidence that bilingualism among employees of English or other mother tongues is found more frequently in the higher-status, better paid occupational categories.

13. Within the administrative core, the checklists provided no discernible evidence of a deliberate positioning of bilingual personnel either by department, or by degree of public contact, or by job classification. Nevertheless, it was reported that for some specific positions a knowledge of French and English is a preferred - or in rare instances a required - qualification for the post.

14. In the light of the findings of this chapter as a whole, it would seem probable that the low level of demand for services in French may be not correlated to the administration's apparently low capacity, as presently organized, to provide them.

The overall characteristic of linguistic practice at Ottawa City Hall that stands out is its unevenness. With no overall policy, each department is evidently left considerable latitude in determining the extent to which service is to be offered in French as well as English.

With regard to the attitude of department heads towards the provision of bilingual service, two broadly different viewpoints seemed to emerge as to what constituted an adequate usage of French. One group, which included most of the English-speaking department

heads, saw Ottawa as an Ontario city making relatively liberal provision for one of the Province's linguistic minorities. The second and smaller group, primarily but not exclusively French-speaking, saw considerable room for improvement.

The position of Ottawa as an Ontario municipality needs to be stressed. In the preceding chapter we pointed out the extensive provincial impact on local government. Thus, at least partly because of the institutional context within which the City operates, the perspective from which linguistic and cultural questions are viewed becomes fundamentally provincial. Nowhere in the Ottawa administration did we discover any significant sentiment that the fact that Ottawa is the federal capital should have a bearing on language policy at City Hall.



APPENDIX 3.I

Correspondence between the Royal
Commission on Bilingualism and
Biculturalism and the Cities of
Ottawa, Hull and Eastview

820-76

February 26, 1965.

His Worship Mayor Donald B. Reid,
Corporation of the City of Ottawa,
City Hall,
Ottawa, Canada.

Dear Sir:

You may perhaps have anticipated that since Ottawa is the capital city of Canada, The Royal Commission on Bilingualism and Biculturalism would want to carry out some research into various aspects of municipal government in the area. You are no doubt aware of the purposes of the Commission, but I am attaching, for your convenience, an extract from Order-in-Council 1106 (July 18, 1963) which states our terms of reference.

Among other studies, we are examining the capital region to determine the extent to which it reflects the dual nature of our country. One of the most important sectors of this investigation is of course the municipal government and administration of Ottawa, and we hope for your interest and aid in this part of our programme. Specifically, we would like

- (1) to know something more of the past and present patterns of ethnic representation in municipal politics, and
- (2) to study the patterns of ethnic representation and language usage in municipal administration.

Mr. David R. Cameron and Mr. Jean T. Fournier, under the supervision of Dr. Kenneth D. McKee, have been at work on this project for some time and they will be in contact with you in the near future. May I, therefore, earnestly request your cooperation and that of the various departments of your administration in our development of this study.

Yours sincerely,

L'ORIGINAL A ÉTÉ SIGNÉ PAR
ANDRÉ LAURENDEAU

André Laurendeau,
Co-Chairman.

84/lp

820 - 70

March 8, 1965.

Mr. A. T. Haste, y,
City Clerk,
Corporation of the City of Ottawa,
City Hall,
Ottawa, Ont.

Dear Mr. Haste, y,

Following our discussion with Mayor Reid, Mr. Nilson and yourself this morning, I am happy to set down for you a brief statement of our project.

As part of its research programme the Royal Commission on Bilingualism and Biculturalism has undertaken a study of the national capital. The object is to examine the extent of cultural and linguistic dualism in the national capital, and to explore the means for its fuller attainment. One important aspect of this study will be to examine the situation of the various municipal governments in the region, particularly Ottawa, Hull and Eastview.

We enclose a brief outline of the research programme which is envisaged for the government and administration of the City of Ottawa. We trust that this information will enable you to explain the scope of our study to members of Board of Control.

Yours sincerely,

David R. Cameron

I. Municipal Administration

1. Representation. A study of linguistic and ethnic representation in the various branches of the municipal administration (including such boards and commissions as the Ottawa Transportation Commission).
2. Language Usage. A study of the patterns of language usage between the various administrative agencies and the public (the external language of communication), and a study of the patterns of language usage within the various municipal agencies themselves (the internal language of communication).

II. Municipal Government

A study of past and present patterns of ethnic representation on the Ottawa City Council.

Our research methods for this study include reference to personnel material and historical sources, supplemented by interviews with heads of municipal departments and other officials as necessary. We are planning to meet the burden of compiling statistics and analysing information through the use of our own Commission staff.



-MAYOR
HIS WORSHIP
DON B. REID

CONTROLLERS
KENNETH H. FOGARTY, M.A.
ERNIE JONES, ESQ.
E. D. WEBBER, LL.B.
DR. MURRAY A. HEIT



BOARD OF CONTROL
OTTAWA
CANADA

RECEIVED
MAY 11 1965

820-90

R. J. GORMAN
SECRETARY

LE BRUNOISE

March 10, 1965.


Mr. David R. Cameron,
Royal Commission on Bilingualism
and Biculturalism,
P.O. Box 1508, Ottawa.

Dear Sir :

The Board of Control has considered your letter of March 8th addressed to the City Clerk, in which you set down for the Board of Control's consideration a brief statement of your proposed project.

The Board has authorized you to carry out your study in accordance with your submission.

Yours truly,


R. J. Gorman,
Secretary,
Board of Control.

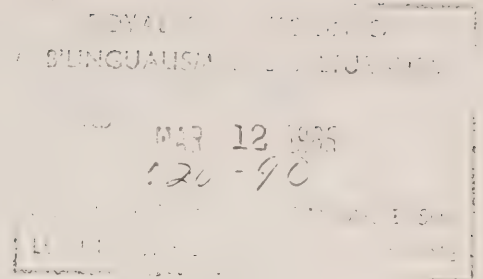
RJG/dk

A.T. HASTEY
CITY CLERK

J.A.E. LEMIEUX
DEPUTY CITY CLERK



CORPORATION OF THE
CITY OF OTTAWA
CANADA



March 11, 1965.

Mr. David R. Cameron,
Royal Commission on Bilingualism
and Biculturalism,
P.O. Box 1508, Ottawa.

Dear Sir:

I acknowledge herewith receipt of your communication of the 8th instant regarding your Commission's Research Program with respect to the Corporation of the City of Ottawa and affiliated Boards and Commissions.

I am also in receipt of a copy of a communication addressed to you and signed by Mr. R. J. Gorman, Secretary of the Board of Control, advising you of the Board's decision that it is now in order for you to carry out your study in accordance with your submission.

It should be noted however that the City of Ottawa Procedure By-law Number 5499 requires that all correspondence addressed to and received by the Head of the Council, the City Clerk or the Head of any Department in his official capacity, and having reference to the business and affairs of the Corporation, shall be laid before the Council at the first regular meeting thereof after the receipt of the same.

The City Council will meet next Monday, March 15th, 1965, at which time both your communication addressed to me and that of Mr. Andre Laurendeau addressed to His Worship the Mayor will be presented.

Yours truly,

A. T. Hastey
A. T. Hastey,
City Clerk.

ATH/td

12/3/65.

Department of the Attorney-General

COPY

For the Information of
Dr. D. G. Hill
Chairman
Ontario Human Rights Commission

✓ P.A.
let.
820 96

March 18, 1965

Board of Control
Ottawa, Ontario

Attention: Dr. Murray A. Heit

Dear Dr. Heit:

Your letter of March 15th addressed to the Director of the Ontario Human Rights Commission has been referred to me for opinion and comment.

I point out that the B. and B. Commission is a Federal Commission and, presumably, is therefore under the jurisdiction of the Fair Employment Practices Division of the Federal Department of Labour.

I suggest that you take the matter up with the Director of the Fair Employment Practices Division, Mr. Bernard Wilson.

However, to address myself to the substance of your letter, it is my opinion that section 4 of the Code is confined to matters that are in connection with employment or prospective employment in the area of hiring and not in the area of ethnic research.

Although I concede that the inquiries that will be made by the B. and B. Commission would, literally, come within the phrase "No person shall... make any written or oral inquiry that expresses either directly or indirectly any limitation, etc...." nevertheless, in my view, the ambit of the section as it might be construed by a Court is not suffi-

... 2

2.

ciently wide to apply to the inquiries that will be made by the B. and B. Commission. Accordingly, I do not think that the inquiries of the B. and B. Commission are against the intent of the Code.

Yours very truly,

Robin Scott,
Counsel.

RS:sh

MAYOR
HIS WORSHIP
DON B. REID

CONTROLLERS
KENNETH H. FOGARTY, M.A.
ERNIE JONES, ESQ.
E. D. WEBBER, LL. B.
DR. MURRAY A. HEIT.



CORPORATION OF THE
CITY OF OTTAWA
CANADA

220-41
OUR FILE

March 19, 1965.

Mar 22 1965 -

820-90

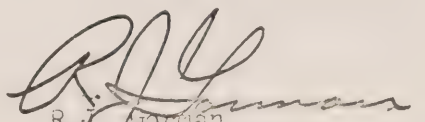
Mr. David R. Cameron,
Royal Commission on Bilingualism
and Biculturalism,
P.O. Box 1508,
Ottawa, Ontario.

Dear Sir:

The Board of Control of the City of Ottawa, further to the request of the Royal Commission on Bilingualism and Biculturalism to conduct a Research Programme with respect to the Corporation of the City of Ottawa and affiliated Boards and Commissions, has requested that your Commission be asked to provide a completely itemized report as to who would undertake this Research Programme, the methods proposed to be employed in the Programme, and whether or not the research information and data gathered would be available to the City and its Director of Personnel for review prior to public release, so that any information considered by the City as confidential might be so retained.

Your kind attention to this request of the Board would be appreciated.

Yours truly,


R. J. Gorman,
Secretary,
Board of Control.

RJG:jc

Copy to Mr. Harrison
Mr. Oliver
Mr. McRae
Mr. Gindlay

March 27, 1955

Mr. R. J. Horton
Secretary
Board of Control
City of Ottawa

Dear Mr. Horton:

Mr. R. J. Horton has referred to me your letter of March 23, 1955, in which you request more information regarding our proposed study of municipal government and administration.

You will find in the enclosed research outline a list of the persons who will be responsible for carrying out the study, as well as a presentation of the research methods to be employed. He would be quite willing to take the necessary initiative which would lead this project available to the City, and would gladly consult with the director of research or anyone else named by the City prior to releasing any of this information to the public. He can also assure you that no names of public servants will be identified by name in our research report.

In closing, may I add that I would be delighted to meet with members of the Board of Control or its staff if any further points require discussion.

Yours sincerely,

Michael Oliver
Director of Research

RESEARCH OUTLINE FOR CITY OF OTTAWA STUDY

As the capital of Canada, Ottawa with its surrounding urban area has an important and unique role to play in the life of our country. Because it is the seat of the Federal Government, the Ottawa-Hull metropolitan area inevitably symbolizes the country as a whole both to the thousands of Canadians who travel to see it every year, and to those who visit it from abroad. Equally important, the capital region is the home of a great number of Federal public servants from all parts of Canada who, in coming to the capital to work, find themselves in the city and its environs facing different problems than those which any other Canadian municipalities must face.

The Royal Commission on Bilingualism and Biculturalism has therefore decided to undertake a thorough study of the Ottawa-Hull metropolitan area. The object of this project, which has been under way for ten months, is to determine the extent to which the capital region reflects the dual nature of our country. One important aspect of this study is to examine the situation of the various municipal governments in the region, particularly Ottawa, Hull and Westview. .

There follows an elaboration of the research design which we would like to use in examining the municipal government and administration of the City of Ottawa.

I. Municipal Administration

1. Language Policy. Our aim in this section of the study is to determine the role which Canada's major cultural groups play in the city's administration. We want to ascertain the proportion of each of these groups present in the various departments, commissions and boards which make up the municipal administrative organization, as well as their distribution throughout the hierarchy. This objective can be attained by consultation of personnel files if they have the necessary data, or, less satisfactorily, by analysis of the results of the referendum. Major attention will be directed to the upper administrative echelons in order to find out the proportion of Canadians whose mother tongue is French who are present at this level in comparison to that of the total administration.
2. Language Usage. This important section of the study concerns both external and internal patterns of language usage in municipal administration. To gather material in this sphere, we envisage a series of informational interviews with heads of the various departments, top administrative and personnel officers of the large boards and commissions, and others.

The external language of communication refers to the patterns of language usage which exist between

the various administrative agencies of the municipality and the public. We are interested in determining how the municipal administration communicates to Ottawa citizens of various mother tongues, and how it reacts to representations made to it in the various mother tongues. More specifically, we would like to know:

- to what degree languages other than English are used officially or informally in written or oral communications with the public
- if it does exist what exists within the various administrative agencies to deal with written or oral communications received in a language other than English (particularly French).

The linguistic language of communication involves the patterns of language usage within (and among) the various municipal agencies themselves. Here we are concerned with both the formal and informal patterns, and with any variations in the patterns occurring in different departments and at different levels of the administrative hierarchy. Again, both written and verbal aspects of the communication flow are of interest.

II. Municipal Government

In the field of municipal government -- that is, the elective, legislative branch of the corporation of the City of Ottawa -- we are concerned with the existence,

Historically and currently, of official officials who are
to maintain representatives of cultural groups in the
urban population. This portion of the study is secondary
in importance to the research on administration, and must
therefore be restricted to an historical examination of
the cultural composition of the Urban Council itself.
We would like to discover the relationship between the
numerical strength of a cultural group as well as its
concentration in various parts of the city, and its represent-
ation in municipal government. This research can
be carried out by a comparative analysis of the cultural
composition of, for example, various portions of city council
members, and that of the city population as a whole.

We plan to have the research carried out by
David L. Cameron and an assistant, under the supervision
of Mr. Kenneth H. Reese.

7.

SPECIAL ITEMS (CONT'D)(3) ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM (CONT'D)

220-41

March 25, 1965.

Mr. D.V. Hambling,
City Solicitor,
City Hall.

Dear Sir:

Re: Royal Commission on Bilingualism and
Biculturalism

You are requested to provide for Board of Control a legal opinion as to whether the request of the Royal Commission on Bilingualism and Biculturalism to conduct a research study in the City of Ottawa in the terms of their letters and attachment, forwarded herewith, is in conflict with the provisions of the Ontario Human Rights Code.

If necessary, you are authorized to communicate with the Attorney General of the Province of Ontario in this matter.

The Board is anxious to consider this matter so that it might make a recommendation to Council on April 5th, and your immediate attention to this request therefore would be appreciated.

Yours truly,

RJG:jc

R.J. Gorman,
Secretary,
Board of Control.

7. SPECIAL ITEMS (CONT'D)(3) ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM (CONT'D)

CITY SOLICITOR'S DEPARTMENT

CORPORATION OF THE
CITY OF OTTAWA
CANADABOARD OF CONTROL
MINUTES

MAR 30 1965

26

March 26th 1965.

File: 220-41

R. J. Gorman, Esq.,
Secretary,
Board of Control.Dear Sir: Re: Royal Commission on Bilingualism
and Biculturalism

You have asked for my legal opinion as to whether the request of the Royal Commission on Bilingualism and Biculturalism to conduct a research study in the City of Ottawa in the terms of their letter and attachment as submitted to me is in conflict with the provisions of The Ontario Human Rights Code.

As the Board is well aware I had occasion to review in very great detail the provisions of The Ontario Human Rights Code on a previous occasion when a hearing was conducted before Judge J. C. Anderson at City Hall on February 15th 1964. At that time the provisions of The Ontario Human Rights Code were thoroughly discussed with respect to the complaint made against the City in requesting that applicants for employment with the City give certain information which the complainant alleged was contrary to the provisions of The Ontario Human Rights Code.

I have again carefully considered The Ontario Human Rights Code with respect to the proposed Royal Commission on Bilingualism and Biculturalism as referred to in the Board's letter to me of March 25th, and it is my considered opinion that no conflict exists between the terms of reference of the Commission and The Ontario Human Rights Code. The purport of The Ontario Human Rights Code is to prevent discrimination in job employment and to prohibit an employer from referring to the applicant's race, creed, colour, etc. when applying for a job. I am confirmed in this opinion by the Director of the Ontario Human Rights Commission, Mr. D. H. Hill, and he has stated that in his opinion there is no conflict between the proposed inquiry by the Commission and the Ontario Human Rights Code.

Yours truly,


CITY SOLICITOR.

DVH:MS



820-90

ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM
COMMISSION ROYALE D'ENQUÊTE SUR LE BILINGUISME ET LE BICULTURALISME

P.O. BOX 1508, OTTAWA
C. P.

April 5, 1965

His Worship Mayor Donald B. Reid
City Hall
Sussex Drive
Ottawa, Ontario

Dear Sir:

In a telephone conversation on April 2nd with the Secretary of the Board of Control, the Royal Commission was informed of the Board's recommendation to City Council concerning the Commission's projected study of the City of Ottawa.

It was told that the Board is to recommend that the Royal Commission "be allowed to confer only with the City Clerk and the Director of Personnel".

If you will refer to either the original or the amplified research outline, you will see that the Commission anticipated a more extensive examination of municipal government and administration, involving interviews with a number of civic personnel in various departments and agencies, as well as reference to personnel records.

Our present interpretation of the Board's recommendation is that it gives no guarantee of access to information coming from written records, nor does it appear to permit discussion with representatives of various civic departments and agencies. If this interpretation is correct, the Commission feels that the severe restrictions now proposed by Board of Control would so seriously limit the extent of the inquiry as to make it doubtful that this part of the study would be worth undertaking.

It is my understanding that the City Solicitor, the legal counsel for the Ontario Attorney-General's Department, and our own Commission counsel have all concurred in the opinion that the Commission's research proposal as originally designed would not contravene any provincial legislation.

I should like to emphasize once again that the Commission attaches great importance to this part of its study of the capital region.

Yours truly,



A. D. Dunton
Co-Chairman

7. SPECIAL ITEMS (CONT'D)(3) ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM

The Board of Control recommends that the Royal Commission on Bilingualism and Biculturalism be allowed to confer only with the City Clerk and Director of Personnel on the understanding that all their findings be made public and available in all details to the City.

Correspondence relating to the request of the Commission to conduct a Research Programme with respect to the City of Ottawa is contained in the following pages.

Council, on March 15th, referred to the Board the communication from Mr. Andre Laurendeau, Co-Chairman, Royal Commission on Biculturalism to His Worship the Mayor requesting co-operation with respect to a study of patterns of ethnic representation in municipal politics and language usage in municipal administration.

Council, on March 15th, also referred to the Board the communication from Mr. D.R. Cameron, Royal Commission on Bilingualism and Biculturalism submitting outline of the research programme which is envisaged for the government and administration of the City of Ottawa.

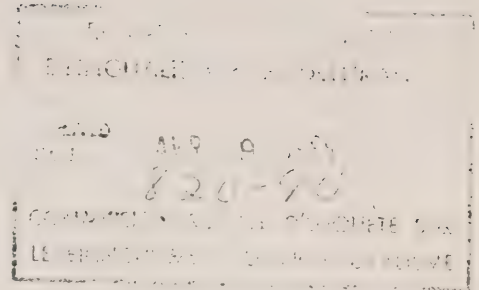
Copies of the above noted correspondence are attached as noted above.

[The correspondence referred to is not reprinted.]



CORPORATION OF THE
CITY OF OTTAWA
CANADA

A.T. HASTEY
CITY CLERK
J.A.E. LEMIEUX
DEPUTY CITY CLERK



April 7, 1965.

Mr. M. Oliver,
Director of Research,
Royal Commission on Bilingualism
and Biculturalism,
P. O. Box 1508,
Ottawa, Ontario.

Dear Sir: RE: Royal Commission on Bilingualism and
Biculturalism

The City Council, on the 5th instant, approved of the
attached recommendation of the Board of Control with respect to
the above, as amended as follows:

Moved by Alderman St. Germain, seconded by Alderman O'Regan,

"That the words "and any civic elected representative and
civic employee" who would voluntarily agree to be interviewed be
added after the words - Director of Personnel - and included in
recommendation 9(3) re Royal Commission on Bilingualism and
Biculturalism."

I would further advise however, that in accordance with
Procedure By-law 5499, a notice of reconsideration was filed and which
will be dealt with at the next regular meeting of City Council which will
take place in the Council Chamber on Tuesday, April 20th next, commencing
at 7:30 o'clock p.m.

Please communicate with the undersigned should you require
any additional information.

Yours truly,

A.T. Hastey
A. T. Hastey,
City Clerk.

*Copy to Mr. G. G. G. G. G.
Mr. C. C. C. C. C.
ATH/td
Mr. M. M. M. M. M.*



OFFICE OF THE MAYOR
OTTAWA
CANADA

DON B. REID
MAYOR

P.H. 101
820-96
APR 9 1965
LE DUNO

April 7, 1965

Dr. A. D. Dunton,
Co-Chairman,
Royal Commission on
Bilingualism and Biculturalism,
P. O. Box 1508,
Ottawa, Ontario

Dear Dr. Dunton:

I wish to advise that your letter of April 5th was presented to and considered by City Council at its meeting held on Monday, April 5th, and that the City Clerk has indicated Council's decision to Mr. Michael Oliver, your Director of Research.

Yours sincerely,

Mayor

Copy to The Gazette
The Clerk
The Mr. Reid
The Council

SECRETARY
R.J. GORMAN

MAYOR
HIS WORSHIP
ION B. REID

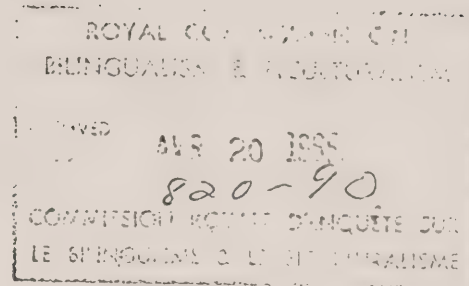
CONTROLLERS
KENNETH H. FOGARTY, M.A.
ERNIE JONES, ESQ.
E.D. WEBBER, LL.B.
DR. MURRAY A. HEIT.



CORPORATION OF THE
CITY OF OTTAWA
CANADA

OUR FILE 220-41

April 14, 1965.




Mr. David R. Cameron,
Royal Commission on Bilingualism
and Biculturalism,
P.O. Box 1508,
Ottawa, Ontario.

Dear Sir:

The Board of Control would be pleased to receive a copy of
any proposed questionnaire which might be submitted by your Commission
to Civic employees in any research programme which might be authorized
by City Council.

Your kind attention to this request would be appreciated.

Yours truly,


R.J. Gorman,
Secretary,
Board of Control.

RJG:jc

A.T. HASTEY
CITY CLERK

J.A.E. LEMIFUX
DEPUTY CITY CLERK

CORPORATION OF THE
CITY OF OTTAWA
CANADA

ROYAL CANADIAN MOUNTED POLICE
820-90

Mr. M. Oliver,
Director of Research,
Royal Commission on Bilingualism
and Biculturalism,
P. O. Box 1508,
Ottawa, Ontario.

Dear Sir: RE: Royal Commission on Bilingualism and Biculturalism.

I advised you on April 7th, 1965, that the City Council on the 5th instant approved of a recommendation, which was appended, with respect to the above as amended to include any civic elected representative and civic employee who would voluntarily agree to the interview, but that a notice of reconsideration had been filed in accordance with the City's Procedure By-law and which would be considered at the regular meeting to be held on April 20th, 1965.

The City Council, at its regular meeting held last evening, decided not to reconsider its decision of the 5th instant which now provides for your Commission to confer with the undersigned, the Director of Personnel and any civic elected representative and civic employee who agrees to be interviewed on the understanding that all of your Commission's findings in this regard be made public and available in all details to the City.

For any additional information, please communicate with Mr. R. J. Wilson, Director of Personnel or the undersigned.

Yours truly,

A. T. Hastey,
City Clerk.

fy to Mr. Foxley
" Cameron
" Mr. Spe
ATH/td

820-90

Your reference: 220-41

May 3, 1905

Mr. W. L. G. Brown
Secretary
Board of Control
Corporation of the City of Ottawa
Ottawa.

Dear Sir:

Mr. Brown has directed your letter of April 14 concerning the Board's request to receive a copy of any questionnaire that we pay for at City Hall. At the moment I can only say that our research plans are under discussion, particularly with Mr. Wilson, and that the desirability of using a general questionnaire has not yet been decided. However, we shall keep the Board of Control's request in mind in the event that we proceed to use one.

Yours sincerely,

W. L. G.

Michael Oliver
Director of Research

PERSONNEL DEPARTMENT



CORPORATION OF THE
CITY OF OTTAWA
CANADA

May 14, 1965.

MEMORANDUM TO ALL CIVIC EMPLOYEES

I am instructed by the Board of Control to inform you that at the regular meeting of April 20, 1965, City Council gave authorization to the Royal Commission on Bilingualism and Biculturalism "---to confer with the City Clerk, the Director of Personnel and any civic elected representative and any civic employee who agrees to be interviewed---".

All employees may be guided by this directive of Council in assisting the Royal Commission to carry out its investigation.

R. J. Wilson,
Director of Personnel.

820-90

CANADA

ROYAL CANADIAN MOUNTED POLICE AND GENDARMES
CORPORATION ROYALE MONTÉE SUR LE CANADIAN MOUNTED POLICE

P.O. BOX 1500, OTTAWA
C.N. 1500, OTTAWA

April 25, 1966

Board of Control,
Corporation of the City of Ottawa,
City Hall,
Ottawa, Canada.

Chairman and Members of Board of Control:

In order to facilitate the completion of our study of Ottawa, members of our research department, in close cooperation with Mr. R.J. Wilson, Director of Personnel, have completed the drafting of a questionnaire to be administered to civic employees. The final result of these consultations has been a survey instrument which now has the approval of the City's Director of Personnel and representatives of the employees' associations.

In accordance with the request made in your secretary's letter of April 14, 1965, we are pleased to make the questionnaire available for the information of the Board. Copies for this purpose are already in the hands of Mr. Wilson. To avoid influencing the response to the survey, we would like to stress the need for keeping the contents of the questionnaire confidential until the survey has been completed.

Will it be satisfactory if our research department works out the final details in conjunction with your Director of Personnel so as to enable us to administer the questionnaire on or about May 10? May we take this opportunity to thank you for the cooperation which has thus far been extended to our research staff.

Yours sincerely,

A. Davidson Dunton André Laurondeau
Co-Chairmen.

74-1-76
June 8, 1966.

Board of Control,
Corporation of the City of Ottawa,
City Hall,
Ottawa, Ontario.

Chairman and Members of Board of Control:

You will be aware that on April 25, 1966, we sent you a request concerning the administration of a questionnaire to employees of the City of Ottawa. Our letter mentioned May 10 as a target date for the administration of the questionnaire, and your acknowledgment of the request, over the signature of Mr. Gorman, Secretary of Board of Control, was dated April 29.

Since that date, we have been most disappointed to see nothing after meeting of the Board take place without action on this request. Repeated queries by telephone on the part of our research staff have been without result.

I am sure you will understand the reasons for our concern. The Commission faces the most pressing deadlines on its research program, completion of which is essential to the decisions it must make for its final report. There is the added problem of holding research personnel in readiness to analyze the survey when a date for administration is unknown.

At the present time, the research staff have waited six weeks for your authorization to complete arrangements for the survey. In the circumstances, the Commission is forced to interpret the continuing silence of Board of Control as a refusal to permit the survey. If you feel that we have misunderstood the Board's intentions on this point, we earnestly hope that you will communicate with us without delay.

Under the present circumstances, the Commission must ask its research staff to proceed with their study of the municipal administration of Ottawa by the next best means at their disposal. Among other things, they will need to fill in certain gaps in their preliminary material on the Ottawa administration through a few further personal interviews with civic employees, in accordance with City Council's authorisation of April 5, 1965.

Yours faithfully,

A. Davidson Dunton André Laurendeau
Co-Chairmen

file

MAYOR
HIS WORSHIP
ON B. REID

SECRETARY
R. J. GORMAN



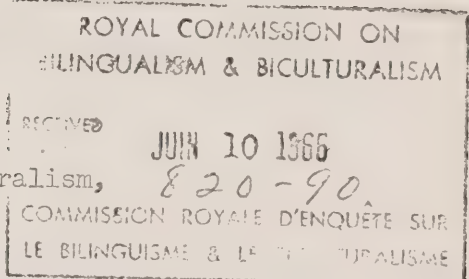
OUR FILE 220-41.....

CONTROLLERS
KENNETH H. FOGARTY, M.A.
ERNIE JONES, ESQ.
E. D. WEBBER, LL. B.
DR. MURRAY A. HEIT.

CORPORATION OF THE
CITY OF OTTAWA
CANADA

June 9, 1966.

Messrs. A. Davidson Dunton and
Andre Laurendeau,
Co-Chairmen,
Royal Commission on Bilingualism and Biculturalism,
P.O. Box 1508,
Ottawa, Ontario.



Dear Sirs,

The Board of Control has considered your letter of April 25, 1966, with which you enclosed a copy of the questionnaire proposed to be circulated to civic employees in conjunction with the survey being conducted by the Royal Commission on Bilingualism and Biculturalism.

I have been requested by the Board to advise you that the Board does not feel that this questionnaire, which, in the view of the Board, is beyond the scope and intention of the original proposal, should be circulated to civic employees. It is the opinion of the Board that the original intention was to have a short sample questionnaire distributed to a limited number of civic employees only.

The Board trusts that the above explanation will clarify the matter for you.

Yours truly,

R. J. Gorman
R. J. Gorman,
Secretary,
Board of Control.

RJG/dh

*copie à M. O'Brien
à M. Buckley
au Doy. McRae*



Our ref.: 820-90

ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM
COMMISSION ROYALE D'ENQUÊTE SUR LE BILINGUISME ET LE BICULTURALISME

P.O. BOX 1508, OTTAWA
C. P.

June 17, 1966.

[Letter sent to heads
of 18 civic departments]

In order to document our study of the Ottawa civic administration, we would like a series of sample forms which the City uses in its daily affairs. We would appreciate having specimens of those forms which are meant for use within the administration as well as those which are sent to private citizens, businesses and institutions.

We are particularly interested in obtaining specimens of any forms on which languages other than English are used. Our purpose in making this request is simply to provide the study with the documentation required to illustrate our interview findings.

We earnestly solicit your co-operation in this matter. Because of our research deadlines, we would ask that samples be submitted to the Commission at the above address at your earliest convenience and in any case not later than June 30.

Permit us to thank you in advance for your kind consideration.

Yours sincerely,

Michael Oliver
Director of Research

1900

Despite this apparent willingness of Board of Control to consider a questionnaire, the Commission did not proceed immediately to develop one. The research staff soon found, however, that they had no access whatsoever to the files, and that the players that came from interviews alone was almost insignificant. Only then did they begin preparation of the questionnaire that was

MAYOR
HIS WORSHIP
DON B. REID

SECRETARY
R.J. GORMAN



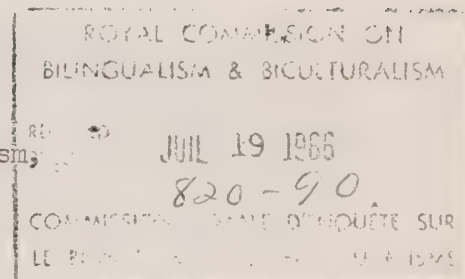
CONTROLLERS
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ERNIE JONES, ESQ.
E. D. WEBBER, LL. B.
DR. MURRAY A. HEIT.

OUR FILE ...220-41.....

CORPORATION OF THE
CITY OF OTTAWA
CANADA

July 18, 1966.

Messrs. A. Davidson Dunton and
Andre Laurendeau,
Co-Chairmen,
Royal Commission on Bilingualism and Biculturalism,
P.O. Box 1508,
Ottawa, Ontario.



Dear Sirs,

Board of Control wishes to acknowledge receipt of your letter of June 29, further to the Board's letter of June 9 with regard to a decision of the Board not to permit a proposed questionnaire to be circulated to civic employees in conjunction with the survey being conducted by the Royal Commission on Bilingualism and Biculturalism.

It would appear that the cogent question raised in your letter is that of whether or not it might be arranged to have your Director of Research and other senior research personnel meet with the Board, or with His Worship Mayor Reid, to discuss the alternatives. Until these proposed alternatives are known, however, it is difficult to reply in this regard.

With respect to a computer print-out of certain information which may be readily available in mechanical form in the Personnel Department of the City, together with sufficient access to Personnel files to apply these data to the purposes of your study, it would seem that a computer print-out, which as far as personnel are concerned would be purely in terms of names and earnings, could not have much bearing on the problem which your Commission is investigating.

The Director of Personnel, Mr. R.J. Wilson, as I am sure you will agree, has been as completely co-operative with your Commission as was possible in the matter of making information available. The Director could not personally agree to making the Personnel files available on a free basis to outsiders, since these files have a high element of confidentiality and are in this sense his responsibility


copy to Mr. O'Brien
Mr. Rae
Mr. Brantley

and are not available even to Heads of Departments or Members of Council on an unrestricted basis. It will be readily realized that a personnel file may contain documentation with regard to health of an individual, for example, which is made available to the Director of Personnel in the course of his official duties, but which is made available because employees realize that the material is on a confidential basis. Numerous other examples could be cited.

The Board would not wish to give any impression of restricting the legitimate enquiries of your Commission through the Director of Personnel but, nevertheless, there would have to be assurances that the confidentiality which has been placed in the Director would be respected and he obviously could not allow any person outside of his Department to have free access to the files. It is the view of the Board and the Director that personnel files are as much subject to confidentiality as would be those of the Welfare Department, for example. In both cases the interests of private persons must be protected.

The Board has endeavoured in the above explanation to clarify the points raised in your letter and trusts that you will understand its position in this matter.

Yours truly,


R.W. Gorman,
Secretary,
Board of Control.

RJG/dh

10 26 Février 1965.

Son Honneur le Maire Marcel d'Amour,
Hôtel de Ville,
Hull, Québec.

Monsieur le Maire,

Vous savez sans doute que la Commission royale d'enquête sur le bilinguisme et le biculturalisme s'intéresse au gouvernement et à l'administration d'Ottawa et de ses municipalités. Nous voulons entreprendre des recherches dont le but sera d'établir jusqu'à quel point la capitale et ses environs représentent la dualité culturelle et linguistique de notre pays. Pour votre renseignement, veuillez trouver ci-joint un extrait de l'arrêté-en-Conseil 1106 (19 juillet 1963) qui établit notre mandat.

En ce qui concerne le gouvernement municipal et l'administration, nous voudrions obtenir:

- (1) des renseignements sur la représentation, actuelle et passée, des Canadiens français et des Canadiens anglais dans les conseils municipaux;
- (2) des renseignements sur la représentation des divers groupes ethniques et sur l'usage des langues dans les administrations municipales.

Sous la direction du Dr. Kenneth D. McRae, messieurs Jean T. Fournier et David R. Cameron ont déjà commencé les travaux préliminaires; ils communiqueront avec vous bientôt. Puis-je compter sur la coopération de votre administration dans la poursuite de cette étude?

Veuillez agréer, Monsieur le Maire, l'assurance de ma plus haute considération.

POUR ET À L'ÉCHÉANCE
ANDRÉ LAURENDEAU

André Laurendeau,

Président conjoint.

K/M/19



CITÉ DE HULL

CABINET DU MAIRE

MARCEL D'AMOUR
MAIRE

820-90

P. A.
L.S.

Le 17 mars 1965.

Monsieur André Laurendeau,
Président conjoint,
Commission Royale d'Enquête sur
le Bilinguisme et le Biculturalisme,
Casier Postal 1508,
Ottawa, Ontario.

Cher Monsieur Laurendeau,

En réponse à la vôtre du
26 février dernier, il me fait plaisir de vous
aviser que vous pouvez compter non seulement
sur ma plus entière collaboration, mais aussi
sur celle des membres du conseil et de tous
les employés au service de la Ville.

Espérant que notre hum-
ble contribution pourra vous être utile, je
profite de l'occasion pour vous féliciter du
magnifique travail accompli à date.

J'anticipe le plaisir de
faire votre connaissance dans un avenir rappro-
ché et, sur ce, veuillez agréer l'expression
de mes sentiments les plus distingués.

Bien à vous,

Marcel D'Amour

Marcel D'Amour,
Maire.

✓

*Copie à M. Laurendeau
M. D'Amour
M. G. ...*

le 26 février 1963.

Son Honneur le Maire Gérard Grandmaître,
Hôtel de Ville,
Eastview, Ontario.

Monsieur le Maire,

Vous savez sans doute que la Commission royale d'enquête sur la bilinguisme et la biculturalisme a été créée par le gouvernement et l'administration d'Ottawa et de ses municipalités. Nous voulons entreprendre des recherches dont le but sera d'établir jusqu'à quel point la capitale et ses environs représentent la dualité culturelle et linguistique de notre pays. Pour votre renseignement, veuillez trouver sous pli un extrait de l'arrêté-en-Conseil 1106 (19 juillet 1963) qui établit notre mandat.

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Veuillez agréer, monsieur le Maire, l'assurance de ma plus haute considération.

L'ORIGINAL A ÉTÉ SIGNÉ PAR
ANDRÉ LAURENDEAU

André Laurendeau,
Président conjoint.

KW/lq

Eastview City Council

- 5 -

APR 21 1965

Resolution No. 65-175

MOVED BY: Alderman Hector Hotte

SEC'D BY: Alderman Armand Montpetit

"That the Purchasing Agent call for tenders on a list of Street Signs and painting projects for Traffic Regulations.

CARRIED

APR 21 1965

Resolution No. 65-176

MOVED BY: Alderman J.W. Champagne

SEC'D BY: Alderman Hector Hotte

"That all building permits issued in the City of Eastview be approved by the Chief of the Eastview Fire Department before issuance.

CARRIED

APR 21 1965

Resolution No. 65-177

MOVED BY: Alderman Roger Crete

SEC'D BY: W.J. Champagne

WHEREAS the city Clerk has been approached by a representative of the Commission on Bilingualism and Biculturalism to carry out certain studies within the Administration of the Corporation of the City of Eastview in accordance with the terms of reference of the said Commission; AND WHEREAS the Council of the Corporation of the City of Eastview deems it desirable that said studies be made; THEREFORE the Council of the Corporation of the City of Eastview resolves the following:

1. That the Mayor be and is hereby directed to provide to Mr. Dave Cameron, a member of the Team on the Bilingualism and Biculturalism, a letter of reference introducing him to the members of the municipal staff;
2. That the Department Heads and Staff of the Corporation of the City of Eastview are hereby asked to co-operate as much as possible with Mr. Cameron in this matter.

CARRIED

APR 21 1965

Resolution No. 65-178

MOVED BY: Alderman J.W. Champagne

SEC'D BY: Alderman Hector Hotte

"That item 10-9 be removed from the April 21/65 agenda."

CARRIED

APR 21 1965

Resolution No. 65-179

MOVED BY: Alderman J.W. Champagne

SEC'D BY: Alderman Bernard Roberge

"That this Council endorse the motion of the City of Niagara Falls with regard to their letter of March 9/65 asking that Municipal Taxation be deducted from Federal Taxation.

CARRIED

CITÉ D'
CITY OF EASTVIEW

April 22, 1965

To Members of Municipal Staff,
Corporation of the City of Eastview.

Council has authorized by Resolution on its meeting of April 21st, 1965 that all co-operation that can be given to Mr. Dave Cameron of the Commission on Bilingualism and Biculturalism in carrying out certain studies within the Organization of the City of Eastview, in accordance with the terms of reference of the said Commission be encouraged.

You are kindly asked, therefore, to assist Mr. Cameron so that he may complete his work here in Eastview in a satisfactory manner.

I remain,

Yours truly,

G. Grandmeitre,
Mayor

APPENDIX 3.II

Questionnaire (English and French
version) developed for the City
of Ottawa

START HERE

Column
Numbers

1-2 Q. What was your age at your last birthday? _____ years

3 Q. Please indicate your sex: 1. Male 2. Female

4-5-6 Q. In which department or agency do you work?

A (Column 4)	B (Column 5)	C (Column 6)
1. Assessment Office	1. Finance Department	1. Fire Department
2. Office of Secretary of Board of Control	2. Health Department	2. Civic Complaints Bureau
3. City Clerk's Office	3. Recreation and Parks	3. Other (Please specify)
4. City Solicitor's Office	4. Water Works	_____
5. Tourist and Convention Bureau	5. Mayor's Office	_____
6. Planning and Works	6. Traffic and Engineering	
7. Property Administration	7. Public Welfare Department	
8. Island Lodge and Geriatric Centre	8. Ottawa Transportation Commission	
9. Personnel Department	9. Police Department	

7-8 Q. How many years of service with the City have you completed? _____ years

9 Q. Has this service been continuous?

1. Yes 2. No

Column
Numbers

- 10 Q. If you have worked with the City for less than two years please circle the appropriate response.
- | | |
|--------------------------------------|--|
| 1. less than six months | 3. one year but less than eighteen months |
| 2. six months but less than one year | 4. eighteen months but less than two years |
-
- 11-12 Q. How long have you worked in your present position? _____ years
-
- 13 Q. How many different positions have you held while working for the City? Please circle your answer: 1 , 2 , 3 , 4 , 5 , 6 , 7 , 8 , 9 or more
-
- 14 Q. Have you ever worked for two years or longer for any other employer? (apart from military service) 1. Yes 2. No
-
- 15 Q. In your work, how often do you have contact with the public -- either by mail, by telephone, or face to face?
- | | |
|-------------------------------|-----------------------------|
| 1. Never or practically never | 4. About once a day |
| 2. About once a month | 5. Two or three times a day |
| 3. About once a week | 6. Very frequently |
-
- 16 Q. How frequently do members of the public use French -- or try to use French -- in their dealings with you on the job?
- | | |
|-------------------------------|-----------------------------|
| 1. Never or practically never | 4. About once a day |
| 2. About once a month | 5. Two or three times a day |
| 3. About once a week | 6. Very frequently |
-
- 17 Q. What is your category of employment?
- | | |
|--------------------------------------|--------------------------------------|
| 1. Clerical | 6. Professional (all other services) |
| 2. Typing | 7. Supervisory |
| 3. Administration | If you circled 7, please specify |
| 4. Technical | in which category |
| 5. Professional
(Social Services) | |
-

Column
Numbers

18-19 Q. What is your present annual salary?

A (Column 18)

1. \$2,099 or less
2. 2,100 - 2,399
3. 2,400 - 2,699
4. 2,700 - 2,999
5. 3,000 - 3,299
6. 3,300 - 3,599
7. 3,600 - 3,899
8. 3,900 - 4,199
9. 4,200 - 4,499

B (Column 19)

1. \$ 4,500 - 4,799
2. 4,800 - 5,099
3. 5,100 - 5,399
4. 5,400 - 5,699
5. 5,700 - 5,999
6. 6,000 - 6,299
7. 6,300 - 6,599
8. 6,600 - 6,899
9. 6,900 - 7,199

C (Column 20)

1. \$7,200 - 7,499
2. 7,500 - 7,799
3. 7,800 - 8,099
4. 8,100 - 8,399
5. 8,400 - 8,699
6. 8,700 - 8,999
7. 9,000 - 9,299
8. 9,300 - 9,599
9. 9,600 - 9,899

D (Column 21)

1. \$ 9,900 - 10,199
2. 10,200 - 10,499
3. 10,500 - 11,999
4. 12,000 - 13,499
5. 13,500 - 14,999
6. 15,000 - 16,499
7. 16,500 - 17,999
8. 18,000 or more

20-21

22 Q. What formal schooling have you completed? (please circle one answer only)

1. 4 years Elementary School or less
2. 5-8 years Elementary School
3. 1-2 years Secondary School (i.e. Ontario grades 9-10 or equivalent)
4. 3-4 years Secondary School
5. 5 years Secondary School

6. Technical or business training beyond Secondary School
7. Some College or University
8. Completed College or University or more
9. Other (please specify)

Column
Numbers

- 23 Q. Where did you take the major part of your elementary schooling?
(please circle one answer only)
- | | |
|--|--|
| 1. Ontario Public Schools | 6. Quebec Protestant schools |
| 2. Ontario Separate Schools
(English) | 7. Elsewhere in Canada (please specify)
_____ |
| 3. Ontario Separate Schools
(bilingual) | 8. Outside of Canada (please specify)
_____ |
| 4. Quebec Catholic Schools
(French) | 9. Other (please specify)
_____ |
| 5. Quebec Catholic Schools
(English) | |
-

24-25 Q. Where were you born?

- | <u>A</u> (Column 24) | <u>B</u> (Column 25) |
|---|------------------------------------|
| 1. In Ottawa | 1. U.S.A. |
| 2. Elsewhere in the Ottawa
Valley on the Ontario side | 2. United Kingdom |
| 3. In other parts of Ontario | 3. France |
| 4. In Hull | 4. Other (please specify)
_____ |
| 5. Elsewhere in the Ottawa
Valley on the Quebec side | |
| 6. In other parts of Quebec | |
| 7. In the West (B.C., Alta.,
Sask., Man., Yukon, or
N.W.T.) | |
| 8. In the Atlantic Provinces
(N.B., N.S., P.E.I., Nfld.) | |
-

Column
Numbers

26-27 Q. To what ethnic or cultural group did you or your ancestor
(on the male side) belong on coming to this continent?

A (Column 26)

B (Column 27)

1. English
2. Irish
3. Scottish
4. French
5. German
6. Italian
7. Jewish
8. Netherlands
9. Polish

1. Scandinavian
 2. Ukrainian
 3. Other (please specify)
- _____

28 Q. Please state your mother tongue: i.e. what language (or languages)
did you first learn in childhood and still understand?

1. English only
 2. French only
 3. Other language only
(please specify)
- _____

5. English and other (please specify)

6. French and other (please specify)

4. English and French

29 Q. In which language do you feel most at home today?

1. English
 2. French
 3. Other (please specify) _____
 4. I speak two languages equally well
(please specify which) _____
-

Column
Numbers

Q. Would you please rate yourself with respect to your competence in each of the following languages (circle one answer on each line).

For example: If you are "Fluent" in Reading English, circle 4 on the questionnaire and mark 4 on column 30 of the answer sheet. If your Speaking knowledge of English is "Limited", circle 2 on the questionnaire and mark 2 on column 32 of the answer sheet.

	<u>ENGLISH</u>	None(1)	Limited(2)	Considerable(3)	Fluent(4)
30	Reading	1	2	3	4
31	Understanding spoken English . .	1	2	3	4
32	Speaking	1	2	3	4
33	Writing	1	2	3	4

	<u>FRENCH</u>	None(1)	Limited(2)	Considerable(3)	Fluent(4)
34	Reading	1	2	3	4
35	Understanding spoken French . .	1	2	3	4
36	Speaking	1	2	3	4
37	Writing	1	2	3	4

Q. If you know any language or languages other than English or French please indicate which, and rate yourself with respect to your competence:

38 _____ language.

39 Degree of Competence: Limited(2) Considerable(3) Fluent(4)

40 _____ language.

41 Degree of Competence: Limited(2) Considerable(3) Fluent(4)

Column
Numbers

Q. If you listed any languages other than French or English how frequently do you use them when dealing with the public on the job? Specify the language and circle how often you use it.

	Language(s)	Never(1)	Occasionally(2)	Frequently(3)
42	A _____	1	2	3
43	B _____	1	2	3

44 Q. How did you learn your English? (Circle one answer only)

- | | |
|---|---|
| 1. As a child at home | 5. I picked it up by myself |
| 2. I grew up in an English neighbourhood | 6. While in the armed forces |
| 3. In school | 7. While working for the City of Ottawa |
| 4. I took some special or evening courses | 8. Other (please specify) |
-

THE QUESTIONS AT COLUMNS 45 - 55 REFER TO YOUR USE AND KNOWLEDGE OF FRENCH. IF YOU FIND THEM INAPPLICABLE YOU MAY PROCEED DIRECTLY TO THE QUESTION AT COLUMN 56.

45 Q. How did you learn your French? (Circle one answer only)

- | | |
|---|---|
| 1. As a child at home | 5. I picked it up by myself |
| 2. I grew up in a French neighbourhood | 6. While in the armed forces |
| 3. In school | 7. While working for the City of Ottawa |
| 4. I took some special or evening courses | 8. Other (please specify) |
-

Column
Numbers

46

Q. On the average, how often do you have occasion to use your French when dealing with the public on your job? (A rough estimate will do)

- | | |
|-------------------------------|---|
| 1. Never or practically never | 5. Two or three times a day |
| 2. About once a month | 6. Quite a lot. I use French as often or almost as often as I use English |
| 3. About once a week | 7. Almost all the time |
| 4. About once a day | 8. It depends on the job I am doing |

If you circled 8, please explain

Q. When dealing with the public, in which of the following types of work situations do you have the occasion to use French?
(Circle one answer for each work situation)

Frequency

(1)	(2)	(3)	(4)
Never	Occasionally	Frequently	Not applicable. The situation never arises

Work Situation

- | | |
|----|--|
| 47 | On the telephone . . . 1 2 3 4 |
| 48 | In written correspondence . . . 1 2 3 4 |
| 49 | When people come to the office for information or help . . 1 2 3 4 |
| 50 | In public contacts on the job away from City Hall . . . 1 2 3 4 |
| 51 | In other situations (please describe) . . 1 2 3 4 |
-

Column
Numbers

- 52 Q. How frequently do you speak French in informal conversations with your fellow employees?
- | | |
|---|--|
| 1. Never | 5. About three quarters of the time |
| 2. Practically never | 6. All the time, or practically all the time |
| 3. About a quarter of the time | 7. Not applicable. This situation never arises |
| 4. About half the time. I use French as often or almost as often as I use English | |
-

- 53 Q. When discussing official business with your fellow employees, how frequently do you speak French?
- | | |
|---|--|
| 1. Never | 5. About three quarters of the time |
| 2. Practically never | 6. All the time, or practically all the time |
| 3. About a quarter of the time | 7. Not applicable. This situation never arises |
| 4. About half the time. I use French as often or almost as often as I use English | |
-

- 54 Q. Do you feel that your knowledge of French has helped you to do your job more efficiently?
1. Yes, very helpful
 2. Yes, moderately helpful
 3. No, probably not helpful
 4. No, not helpful at all

Comment: _____

- 55 Q. Do you think that your knowledge of French has been an advantage to you personally in your career with the City?
1. It definitely has helped me a lot to get ahead
 2. It may have helped me a bit
 3. It has made no difference at all
 4. It may have held me back

Comment: _____

IF YOU ANSWERED QUESTIONS AT COLUMNS 45 to 55, PLEASE SKIP TO THE QUESTIONS BEGINNING AT COLUMN 62.
IF YOU DID NOT ANSWER QUESTIONS AT COLUMNS 45 to 55, PLEASE ANSWER ALL REMAINING QUESTIONS BEGINNING AT COLUMN 56.

Column
Numbers

- 56 Q. Do you feel that a knowledge of French would help you to do your job more efficiently?
- | | |
|--|---|
| 1. Yes, it would be very helpful | 3. No, it probably would not be helpful |
| 2. Yes, it would be moderately helpful | 4. No, it would not be helpful at all |

Comment: _____

-
- 57 Q. Do your French-speaking fellow employees ever talk to each other in French?
1. Yes, both in discussing business and in informal conversations
 2. Yes, but only when discussing business
 3. Yes, but only in informal conversations
 4. No, they never use French on the job
 5. Not applicable, we have no French-speaking personnel (or only one)
 6. I don't know

-
- 58 Q. Do you think that a knowledge of French would be an advantage to someone in a career with the City?
1. It definitely would help a lot to get ahead
 2. It might help a bit
 3. It would make no difference at all
 4. It might hold a person back

Comment: _____

Column
Numbers

Q. If a member of the public wants to conduct his business with you in French how often is the situation dealt with in the following ways? (Circle one answer for each of columns 59 to 61)

	(1)	(2)	(3)	(4)
	Frequently	Occasionally	Never	Not applicable. This situation never arises
59	A French-speaking employee in our own section or 1 2 3 4 group handles the matter			
60	We get along in English as well 1 2 3 4 as we can			
61	We get someone who can speak French from another depart- . . 1 2 3 4 ment or office			

PLEASE ANSWER ALL REMAINING QUESTIONS, NO MATTER WHICH GROUP OF QUESTIONS YOU FILLED IN ABOVE.

Column
Numbers

Q. Here are some factors that some people consider helpful in getting ahead in one's job. Which of these do you feel are important in working for the City of Ottawa? (Please circle one answer for each of columns 62 to 81)

		Very Important(1)	Slightly Important(2)	Not at all Important(3)
62	To be born in Canada	1	2	3
63	To be born in Ottawa	1	2	3
64	To be able to speak both English and French	1	2	3
65	To be technically equipped for the job	1	2	3
66	To be intelligent	1	2	3
67	To come from a certain ethnic group	1	2	3
68	To belong to a certain religious group	1	2	3
69	To work hard	1	2	3
70	To show initiative	1	2	3
71	To be a veteran of the armed forces	1	2	3
72	To show imagination	1	2	3
73	To know the right people or have good connections	1	2	3
74	To belong to certain clubs or societies	1	2	3
75	To belong to a professional association in your field	1	2	3
76	To be a graduate of the Public School system	1	2	3
77	To be a graduate of a private school	1	2	3
78	To be a graduate of the Separate School system	1	2	3
79	To be educated in Ontario rather than elsewhere	1	2	3
80	To get more education by taking night courses	1	2	3
81	Other factors (please specify which)	1	2	3

Column
Numbers

- 82 Q. On the basis of your past experience as a civic employee, what language would you say most French-Canadians prefer to use when conducting business with the City?
1. I'd say most actually prefer to use English
 2. I'd say most don't care very much whether they use English or use French
 3. I'd say most would prefer to speak French but are quite willing to use English
 4. I'd say most would prefer to speak French and only speak English when they have to
 5. I couldn't say
-

THE LAST FEW QUESTIONS CONCERN YOUR VIEWS AS A CITIZEN OF OTTAWA.
WE SHOULD APPRECIATE YOUR CONSIDERED OPINIONS.

- 83 Q. Do you feel that French Canadians in Ottawa should be able to deal with the City in French, if they want to?
- | | |
|--|--------------------------------------|
| 1. Yes, definitely | 3. No, they should all speak English |
| 2. Yes, if they do not speak English very well | 4. No opinion |

Comment: _____

Column
Numbers

Q. Please indicate whether you would agree or disagree with each of the following statements.

	(1) I'd agree with that	(2) I'd disagree with that	(3) No opinion
84 Most French Canadians in Ottawa speak English well 1 2 3 and want to speak English at City Hall			
85 Most French Canadians in Ottawa get along better in French and therefore 1 2 3 prefer to speak French at City Hall			
86 Most French Canadians in Ottawa can speak English quite well but some of them 1 2 3 object to doing so and prefer to use French at City Hall			
87 Most French Canadians want to speak French, but there are not enough City employees 1 2 3 who can serve them in French			
88 Most French Canadians think nobody at City Hall speaks French and they therefore 1 2 3 initiate conversations in English			

89-90 Q. How many of the French Canadians living in Ottawa would you estimate
can get along perfectly well in English?

A (Column 89)	B (Column 90)
1. All or practically all	1. About 50 per cent
2. About 90 per cent	2. About 40 per cent
3. About 80 per cent	3. About 30 per cent
4. About 70 per cent	4. About 20 per cent
5. About 60 per cent	5. About 10 per cent
	6. I couldn't say

Column
Numbers

91 Q. Which of the three following statements comes closest to your own view of Ottawa and the type of municipal service it ought to provide? Circle one answer only.

1. Ottawa is basically an English speaking city, and has no particular obligation to provide municipal services in French as well as in English
2. Ottawa is basically an English speaking city, but since it has a sizeable French-speaking population, it has some obligation to provide services in French as well as in English
3. In Ottawa the main languages used are English and French, and the City has a very definite obligation to provide services in French as well as in English

Q. Would you agree or disagree with the following statements?

(1)	(2)	(3)
I'd agree	I'd disagree	No
with that	with that	opinion

92 The present language practices at City Hall serve the Ottawa 1 2 3 community perfectly well

93 A government should strive to serve taxpayers in their own language as far as 1 2 3 possible

94 Using more than one language is a source of administrative 1 2 3 inefficiency

95 Using more than one language at City Hall is an unjustified 1 2 3 expense to the Ottawa taxpayer

If you have additional comments to make on any matter dealt with in the questionnaire, or on the questionnaire itself, please feel free to do so in the space provided below:

THANK YOU FOR YOUR CO-OPERATION

Colonnes

3 Q. Sexe: 1. Masculin 2. Féminin

A (Colonne 4)	B (Colonne 5)	C (Colonne 6)
1. Bureau de l'évaluation	1. Service des finances	1. Service des incendies
2. Bureau du secrétaire du bureau des commissaires	2. Service de la santé	2. Bureau des plaintes
3. Bureau du greffier	3. Service des parcs et de la récréation	3. Autres services (veuillez spécifier)
4. Bureau du conseiller juridique de la Ville (Contentieux municipal)	4. Service de l'aqueduc	_____
5. Bureau du tourisme et des congrès	5. Bureau du maire	_____
6. Bureau de la planification et des travaux publics	6. Service de l'ingénieur de la circulation	
7. Bureau de gestion des propriétés	7. Service du bien-être social	
8. Island Lodge et Centre de gérontologie	8. Commission de transport	
9. Service du personnel	9. Service de la police	

9 Q. Avez-vous travaillé continuellement pour la municipalité pendant ce temps?

1. Oui 2. Non

Colonnes

10 Q. Si vous avez travaillé pour la municipalité d'Ottawa pendant moins de 2 ans, veuillez encercler la bonne réponse.

1. Moins de six mois

3. Un an, mais moins de 18 mois

2. Six mois, mais moins d'un an

4. 18 mois, mais moins de 2 ans

11-12 Q. Depuis combien de temps occupez-vous votre poste actuel? _____ années

13 Q. Combien de postes différents avez-vous occupés depuis que vous travaillez pour la municipalité? Veuillez encercler votre réponse: 1, 2, 3, 4, 5, 6, 7, 8, 9 ou plus

14 Q. Exception faite des forces armées, avez-vous déjà travaillé ailleurs que pour la municipalité durant une période de deux ans ou plus? 1. Oui 2. Non

15 Q. Dans l'exercice de vos fonctions, combien de fois vous arrive-t-il d'avoir affaire au public par lettres, au téléphone ou en personne?

1. Jamais ou très rarement

4. Environ une fois par jour

2. Environ une fois par mois

5. Deux ou trois fois par jour

3. Environ une fois par semaine

6. Très souvent

16 Q. Combien de fois, au cours de votre travail, arrive-t-il que des contri-
buables vous parlent en français - ou essayent d'utiliser le français?

1. Jamais ou très rarement

4. Environ une fois par jour

2. Environ une fois par mois

5. Deux ou trois fois par jour

3. Environ une fois par semaine

6. Très souvent

17 Q. Dans quelle catégorie d'emploi êtes-vous classé?

1. Commis

6. Professionnel (tout autre service)

2. Dactylo

7. Direction

3. Administration

Si vous avez répondu à 7, veuillez préciser dans quelle catégorie

4. Technique

5. Professionnel (services sociaux)

Colonnes

18-19 Q. Quel est votre salaire annuel actuellement?

A (Colonne 18)

1. \$2,099 ou moins
2. 2,100 - 2,399
3. 2,400 - 2,699
4. 2,700 - 2,999
5. 3,000 - 3,299
6. 3,300 - 3,599
7. 3,600 - 3,899
8. 3,900 - 4,199
9. 4,200 - 4,499

B (Colonne 19)

1. \$ 4,500 - 4,799
2. 4,800 - 5,099
3. 5,100 - 5,399
4. 5,400 - 5,699
5. 5,700 - 5,999
6. 6,000 - 6,299
7. 6,300 - 6,599
8. 6,600 - 6,899
9. 6,900 - 7,199

C (Colonne 20)

D (Colonne 21)

20-21

1. 7,200 - 7,499
2. 7,500 - 7,799
3. 7,800 - 8,099
4. 8,100 - 8,399
5. 8,400 - 8,699
6. 8,700 - 8,999
7. 9,000 - 9,299
8. 9,300 - 9,599
9. 9,600 - 9,899

1. \$ 9,900 - 10,199
2. 10,200 - 10,499
3. 10,500 - 11,999
4. 12,000 - 13,499
5. 13,500 - 14,999
6. 15,000 - 16,499
7. 16,500 - 17,999
8. 18,000 ou plus

22 Q. Années scolaires complétées? (veuillez encercler une seule réponse)

- | | |
|---|--|
| 1. 4 ans d'école primaire ou moins | 6. Formation technique ou commerciale au-delà du cours secondaire |
| 2. De 5 à 8 ans d'école primaire | 7. Quelques années de collège ou "université" (ou quelques années du collège classique à partir de Belles-Lettres) |
| 3. De 1 à 2 ans d'école secondaire (i.e. 9e-10e année en Ontario ou l'équivalent) | 8. Collège au complet ou "université" au complet ou plus |
| 4. De 3 à 4 ans d'école secondaire | 9. Autre (veuillez préciser) |
| 5. 5 ans d'école secondaire | |
-

Colonnes

23 Q. Où avez-vous fait la plus grande partie de vos études primaires?
(veuillez encercler une seule réponse)

- | | |
|--|--|
| 1. En Ontario, à l'école publique
(Public School) | 6. Au Québec, à l'école protestante |
| 2. En Ontario, à l'école séparée
(anglaise) | 7. Ailleurs au Canada
(<u>veuillez spécifier</u>) |
| 3. En Ontario, à l'école séparée
(bilingue) | _____ |
| 4. Au Québec, à l'école catholique
(française) | 8. A l'extérieur du Canada (veuillez
spécifier) |
| 5. Au Québec, à l'école catholique
(anglaise) | _____ |
| | 9. Autre (veuillez spécifier) |
| | _____ |

24-25 Q. Où êtes-vous né?

A (Colonne 24)

1. A Ottawa
2. Ailleurs dans la vallée de
l'Outaouais, du côté ontarien
3. Ailleurs dans la province
d'Ontario
4. A Hull
5. Ailleurs dans la vallée de
l'Outaouais, du côté québécois
6. Ailleurs dans la province de
Québec
7. Dans l'Ouest canadien (C.b.,
Alta., Sask., Man., Yukon ou
T.N.-O)
8. Dans les Provinces maritimes et
de l'Atlantique (N.-B., N.-E.,
Ile-du-Prince Edouard, Terre-
Neuve)

B (Colonne 25)

1. Aux Etats-Unis
 2. Au Royaume-Uni
 3. En France
 4. Ailleurs (veuillez spécifier)
-

Colonnes

26-27 Q. A quel groupe ethnique ou culturel appartenait votre ancêtre paternel (ou vous-même) lors de son (votre) arrivée sur ce continent?

A (Colonne 26)

1. Anglais
2. Irlandais
3. Ecossais
4. Français
5. Allemand
6. Italien
7. Juif
8. Hollandais
9. Polonais

B (Colonne 27)

1. Scandinave
 2. Ukrainien
 3. Autre (veuillez spécifier)
-

28 Q. Quelle est votre langue maternelle i.e. quelle est la langue (ou les langues) que vous avez apprise(s) en premier dans l'enfance et que vous comprenez encore?

- | | |
|---|--|
| 1. L'anglais seulement | 5. L'anglais et une autre langue (veuillez spécifier laquelle) |
| 2. Le français seulement | |
| 3. Une autre langue seulement (veuillez spécifier laquelle) | 6. Le français et une autre langue (veuillez spécifier laquelle) |
| | |
| 4. L'anglais et le français | |
-

29 Q. Quelle langue, présentement, parlez-vous le plus facilement?

1. L'anglais
 2. Le français
 3. Une autre langue (veuillez spécifier) _____
 4. Je parle deux langues également bien (veuillez spécifier lesquelles) _____
-

Colonnes

- Q. Veuillez évaluer votre connaissance de chacune des langues suivantes (encerclez une réponse par ligne).

Exemples: Si vous lisez l'anglais "très bien", encerclez le chiffre 4 sur le questionnaire et inscrivez 4 sur la colonne 30 de la feuille de réponses.

Si vous parlez l'anglais "un peu", encerclez le chiffre 2 sur le questionnaire et inscrivez 2 sur la colonne 32 de la feuille de réponses.

ANGLAIS

Pas du tout(1) Un peu(2) Bien(3) Très bien(4)

- 30 Vous le lisez 1 2 3 4
- 31 Vous le comprenez 1 2 3 4
- 32 Vous le parlez 1 2 3 4
- 33 Vous l'écrivez 1 2 3 4

FRANCAIS

- 34 Vous le lisez 1 2 3 4
- 35 Vous le comprenez 1 2 3 4
- 36 Vous le parlez. 1 2 3 4
- 37 Vous l'écrivez 1 2 3 4

-
- Q Si vous connaissez une autre langue (d'autres langues) que l'anglais ou le français, veuillez indiquer laquelle (lesquelles), et évaluer votre compétence dans cette langue (ces langues).

38 La langue _____

39 Vous la connaissez Un peu(2) Bien(3) Très bien(4)

40 La langue _____

41 Vous la connaissez Un peu(2) Bien(3) Très bien(4)

Colonnes

Q. Si vous avez répondu que vous connaissiez une autre langue (d'autres langues) que le français ou l'anglais: combien de fois vous servez-vous de cette langue (ces langues) avec le public dans votre travail? Précisez quelle langue et encerclez combien de fois vous l'employez.

	Langue(s)	Jamais(1)	Parfois(2)	Souvent(3)
42	A _____	1	2	3
43	B _____	1	2	3

44 Q. Comment avez-vous appris l'anglais? (encerclez une seule réponse)

- | | |
|--|---|
| 1. Dans ma famille, dès mon enfance | 5. Par moi-même |
| 2. J'ai grandi dans un milieu anglais | 6. Dans les forces armées |
| 3. A l'école | 7. En travaillant pour la municipalité d'Ottawa |
| 4. Par des cours spéciaux ou des cours du soir | 8. Autrement (veuillez préciser) |
-

45 Q. Comment avez-vous appris le français? (encerclez une seule réponse)

- | | |
|--|---|
| 1. Dans ma famille, dès mon enfance | 5. Par moi-même |
| 2. J'ai grandi dans un milieu français | 6. Dans les forces armées |
| 3. A l'école | 7. En travaillant pour la municipalité d'Ottawa |
| 4. Par des cours spéciaux ou des cours du soir | 8. Autrement (veuillez préciser) |
-

Colonnes

- 46 Q. En moyenne, combien de fois utilisez-vous le français quand vous avez affaire au public dans votre travail? (une réponse approximative suffit).
- | | |
|---------------------------------|---|
| 1. Jamais ou à peu près jamais | 5. Deux ou trois fois par jour |
| 2. Environ une fois par mois | 6. Très souvent, Aussi souvent ou presque que l'anglais |
| 3. Environ une fois par semaine | 7. Presque tout le temps |
| 4. Environ une fois par jour | 8. Cela dépend du travail que j'ai à faire. |

Si vous avez répondu 8, veuillez expliquer

-
- Q. Quand vous avez affaire au public dans votre travail, dans quelle (s) situation (s) vous arrive-t-il d'employer le français? (Encerclez une réponse pour chacune des situations suivantes)

Fréquence

(1)	(2)	(3)	(4)
Jamais	Parfois	Souvent	Cette situation ne se présente jamais

Situation

- | | | | | | |
|----|---|-------------|-------------|-------------|----------------------------|
| 47 | Au téléphone | 1 | 2 | 3 | 4 |
| 48 | Par lettres | 1 | 2 | 3 | 4 |
| 49 | Lorsque les gens se
présentent à mon bureau
pour demander de l'aide . . | 1 | 2 | 3 | 4
ou des renseignements |
| 50 | Dans mon travail avec
le public hors de | 1 | 2 | 3 | 4
l'Hôtel de Ville |
| 51 | Dans d'autres situations
(veuillez expliquer) | 1 | 2 | 3 | 4 |
-
-

Colonnes

52 Q. Quand vous causez avec les autres employés, combien de fois le faites-vous en français?

- | | |
|--|---|
| 1. Jamais | 5. A peu près les trois quarts du temps |
| 2. Presque jamais | 6. Tout le temps ou presque tout le temps |
| 3. A peu près le quart du temps | 7. Cette situation ne se présente jamais |
| 4. A peu près la moitié du temps
(aussi souvent ou presque aussi souvent en français qu'en anglais) | |

53 Q. Lorsque, dans l'exercice de vos fonctions, vous discutez avec les autres employés, combien de fois le faites-vous en français?

- | | |
|--|---|
| 1. Jamais | 5. A peu près les trois quarts du temps |
| 2. Presque jamais | 6. Tout le temps ou presque tout le temps |
| 3. A peu près le quart du temps | 7. Cette situation ne se présente jamais |
| 4. A peu près la moitié du temps
(aussi souvent ou presque aussi souvent en français qu'en anglais) | |

54 Q. Etes-vous d'avis que votre connaissance du français vous a aidé(e) à mieux remplir vos fonctions?

1. Oui, beaucoup
2. Oui, un peu
3. Non, probablement pas
4. Non, pas du tout

Remarques: _____

55 Q. Etes-vous d'avis que votre connaissance du français représente pour vous un avantage précis en ce qui concerne votre carrière au service de la municipalité d'Ottawa?

1. Oui, cela a certainement beaucoup aidé à mon avancement
2. Cela m'a peut-être aidé(e) un peu
3. Cela n'a fait aucune différence
4. Cela a pu m'empêcher d'avancer

Remarques: _____

ON A OMIS ICI LES COLONNES 56 A 61, DESTINEES AUX PERSONNES QUI NE CONNAISSENT PAS LE FRANCAIS.
SUR VOTRE FEUILLE DE REPONSES N'oubliez pas de passer maintenant a la COLONNE 62.

Q. Voici quelques facteurs que certaines personnes considèrent utiles pour obtenir de l'avancement. Lesquels trouvez-vous importants pour l'avancement d'un employé de la municipalité d'Ottawa?(s.v.p. encerclez une réponse pour chacune des colonnes 62 à 81)

<u>Colonnes</u>		Très important(1)	Assez important(2)	Pas important du tout(3)
62	Etre né(é) au Canada	1	2	3
63	Etre né(e) à Ottawa	1	2	3
64	Pouvoir parler l'anglais et le français	1	2	3
65	Avoir les connaissances techniques nécessaires à son travail	1	2	3
66	Etre intelligent(e)	1	2	3
67	Venir d'un certain groupe ethnique	1	2	3
68	Etre d'une certaine religion ou confession	1	2	3
69	Travailler beaucoup	1	2	3
70	Faire preuve d'initiative	1	2	3
71	Etre un ancien combattant	1	2	3
72	Faire preuve d'imagination	1	2	3
73	Connaître les gens importants, les gens qui ont de l'influence	1	2	3
74	Etre membre de certains clubs ou de certains mouvements	1	2	3
75	Etre membre de votre association professionnelle	1	2	3
76	Avoir fait ses études à l'école publique (Public Schools)	1	2	3
77	Avoir fait ses études dans une école privée	1	2	3
78	Avoir fait ses études aux écoles séparées	1	2	3
79	Avoir étudié en Ontario plutôt qu'ailleurs	1	2	3
80	Prendre des cours du soir pour parfaire son instruction	1	2	3
81	D'autres facteurs (s.v.p. précisez lesquels)	1	2	3

Colonnes

- 82 Q. Selon vous, d'après votre expérience d'employé municipal, quelle langue la plupart des Canadiens français préfèrent-ils utiliser quand ils ont affaire à la municipalité d'Ottawa? (encerclez une seule réponse)
1. Je crois que la plupart des Canadiens français préfèrent parler l'anglais
 2. Je crois qu'il leur est égal d'employer l'une ou l'autre langue
 3. Je crois que la plupart préfèrent parler français, mais qu'ils acceptent très volontiers de parler anglais
 4. Je crois que la plupart préfèrent parler français et qu'ils parlent anglais seulement lorsqu'ils y sont obligés
 5. Je ne le sais pas
-

LES DERNIERES QUESTIONS ONT RAPPORT A VOS OPINIONS EN TANT QUE CITOYEN D'OTTAWA. NOUS VOUS SERIONS RECONNAISSANTS DE BIEN VOULOIR Y REPONDRE.

- 83 Q. Croyez-vous personnellement que les Canadiens français à Ottawa devraient être en mesure d'obtenir services et renseignements en français de la municipalité d'Ottawa, s'ils le désirent?
- | | |
|--|----------------------------|
| 1. Oui, certainement | 3. Non, ils devraient tous |
| 2. Oui, s'ils ne s'expriment pas
très bien en anglais | parler anglais |
| | 4. Sans opinion |

Remarques: _____

Colonnes

Q. Veuillez indiquer si vous êtes d'accord ou non avec chacune des déclarations suivantes.

	(1) Je suis d'accord	(2) Je ne suis pas d'accord	(3) Sans opinion
84 La plupart des Canadiens français à Ottawa s'expriment bien en anglais et désirent 1 2 3 parler cette langue à l'Hôtel de Ville			
85 La plupart des Canadiens français à Ottawa s'expriment mieux en français et par 1 2 3 conséquent préfèrent parler français à l'Hôtel de Ville			
86 La plupart des Canadiens français s'expriment très bien en anglais mais certains 1 2 3 s'y opposent et préfèrent utiliser le français à l'Hôtel de Ville			
87 La plupart des Canadiens français désirent parler français, mais il n'y a pas 1 2 3 assez d'employés municipaux pour les servir en français			
88 La plupart des Canadiens français croient que personne à l'Hôtel de Ville 1 2 3 ne parle le français et par conséquent s'adressent au personnel en anglais			

89-90 Q. Combien de Canadiens français demeurant à Ottawa peuvent, selon vous, se débrouiller parfaitement en anglais?

A (Colonne 89)	B (Colonne 90)
1. Tous ou à peu près	1. Environ 50%
2. Environ 90%	2. Environ 40%
3. Environ 80%	3. Environ 30%
4. Environ 70%	4. Environ 20%
5. Environ 60%	5. Environ 10%
	6. Je ne le sais pas

Colonnes

91 Q. Laquelle des trois déclarations suivantes se rapproche le plus de votre opinion personnelle sur la ville d'Ottawa et le genre de service municipal qu'elle devrait fournir? Encerclez une seule réponse.

1. Ottawa est foncièrement une ville de langue anglaise et n'est pas particulièrement tenue de fournir des services municipaux en français aussi bien qu'en anglais
2. Ottawa est foncièrement une ville de langue anglaise, mais, puisqu'elle a une population considérable de francophones, elle a un certain devoir de fournir des services en français aussi bien qu'en anglais
3. Les deux principales langues utilisées à Ottawa sont l'anglais et le français, et il est définitivement du devoir de la municipalité de fournir des services en français aussi bien qu'en anglais

Q. Etes-vous d'accord ou non avec les déclarations suivantes?

	(1)	(2)	(3)
	Je suis d'accord	Je ne suis pas d'accord	Aucune opinion
92 Pour ce qui est de la <u>langue</u> , l'Hôtel de Ville dessert la population d'Ottawa de façon très satisfaisante	1	2	3
93 Un gouvernement devrait s'efforcer autant que possible de servir le contribuable	1	2	3
94 L'utilisation de plus d'une langue rend une administration moins efficace	1	2	3
95 L'utilisation de plus d'une langue à l'Hôtel de Ville d'Ottawa imposerait	1	2	3
aux contribuables des dépenses injustifiables			

L'espace ci-après est réservé pour vos commentaires sur n'importe quel sujet traité dans ce questionnaire ou sur le questionnaire lui-même.

MERCI BEAUCOUP

APPENDIX 3.III

The Ottawa Police Department
and the Ottawa Transportation
Commission

The Ottawa Police Department*

The Ottawa Police Department operates not as a part of the civic administration, but under a Police Commission. In 1965 it had 460 men in uniform and 40 civilian employees. Of the total staff, 142 were fluently bilingual. Since all employees were salaried and since no information as to the distribution between English and French according to rank or salary was available, no comparisons with other departments are possible in these respects.

The Chief estimated that the demand for French in the daily activities of the force amounted to about 10 per cent of its total business with the public. Most of this was in form of inquiries and questions concerning directions addressed to patrolmen. In addition, domestic work and accident investigation had to be conducted to a considerable degree in French. In order to increase the ability of the police force to handle these demands, the Police Department had instituted its own French language training course, concentrating on idiomatic French of particular relevance to police work. Up to that date some 75 members of the present force had graduated from this voluntary course.

* Based on an interview with the Chief of Police, 1965.

Most of the telephone operators were bilingual and if a call in French reached an English officer he would direct it to someone who could answer it in French. Written inquiries and letters in French, which came rather frequently (particularly in connection with parking tickets), were answered in French. However, a translation of both the letter and the answer was made.

The Chief indicated that a person's ability to speak French was not a consideration in hiring and promotion except for a few positions where bilingual personnel were absolutely necessary (for example, telephone operators, information officers and the staff of the licence office.) In spite of the fact that language was for most positions not a factor in recruitment, the Chief indicated that in terms of language resources the force was well balanced, with each of the major European languages having representation.

The Ottawa Transportation Commission*

The O.T.C. is a public utility directed and supervised by a three-man Commission, and administered by a General Manager. As of 1965 it had slightly over 600 employees. Of these 536 were wage earners, and were primarily bus drivers and maintenance workers. There were 77 salaried employees, including the route and shop supervisors. The distribution according to mother tongue was as follows.

Table 3.16

Ottawa Transportation Commission, mother
tongue of wage and salaried employees,
percentages, 1965

Mother tongue	Total staff		Wage earners	Salaried employees
	N	%		
Total	613	100	100	100
English	310	50.6	46.3	80.5
French	279	45.4	49.2	19.5
Other	24	3.9	4.5	0.0

Source: information supplied by the General Manager.

The imbalance between salaried employees of English and French mother tongues was even stronger if,

* Based on an interview with the General Manager, 1965.

as the General Manager suggested, the supervisors were excluded from this group. Only 6 out of 43 of the Commission's clerks, secretaries, technical and professional staff were of French mother tongue.

The internal working language of the Commission was English. Even letters and inquiries directed to the Commission in French were reported to be answered in English, because no facilities were available to translate replies into French. The only exception mentioned was that the telephone operators were bilingual and could provide information orally in both languages.

As might be expected, the bus drivers used French considerably during their work. With the exception of schedules, all promotional and informational material put out by the Commission was bilingual. The same was true of all bus markings and stop markings. The bilingual red and white stop markings, first introduced in 1964 and now distributed throughout Ottawa, stand in visible contrast to the City's unilingual traffic and street signs.

With respect to hiring and promotion, the General Manager insisted that language played no role whatsoever. Since the salaries and wages of the Commission were quite competitive, there was no need to advertise for staff. Vacancies were always filled from a long list of applications, qualification and rank on the waiting list being the only criteria.

CHAPTER FOUR

Municipal Administrations:

Other Municipalities

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I Introduction

In the previous chapter, we looked closely at the administration of the City of Ottawa. While Ottawa is, of course, the major city of the capital region, it will be remembered that the metropolitan area contains 12 other municipalities. A comparison of these with Ottawa by population and linguistic composition will be found in Table A of Appendix 4.I.

Four of these municipalities -- Eastview, Gloucester, Nepean and Rockcliffe Park -- are like Ottawa on the Ontario side of the Ottawa River. All five, together with several presently rural municipalities, would come within the borders of the plan for metropolitan government in the Ottawa area proposed by the Government of Ontario. Similarly, all of the eight Quebec municipalities -- Aylmer, Deschênes, Gatineau, Hull, Lucerne, Pointe-Gatineau, Templeton and Templeton West -- are included in the plan for a Quebec Commission of the National Capital Region as submitted by the Regional Economic Council for the West of Quebec to the Quebec government. All 13 are included in the Ottawa Metropolitan Area for purposes of census analysis.

The reasons for treating Ottawa separately from the other municipalities are, first, the sheer size of the Ottawa administration and, second, methodological considerations. Various research methods were used to analyse

Ottawa, none of which was completely satisfactory in itself.¹ For the other municipalities, however, the smaller size of their administrations and their greater informality and willingness to co-operate enabled us to gather our material more simply. During a telephone interview a questionnaire² on linguistic practice was filled out. The questionnaire was then sent to the municipality for confirmation, and further comment, along with checklists similar to those employed in Ottawa to report on the language knowledge of municipal employees.³ In addition, for the two cities of Hull and Eastview, interviews were conducted with most heads of municipal departments.

It should perhaps be noted that the checklists of employees were filled out independently in each municipality, so that the criteria of linguistic fluency may well vary somewhat from one municipality to another. We have sought to diminish the effect of these accidental variations by defining bilingualism in broad functional terms as the ability of an employee to give service in either French or English. Hence those reported to have either a "fluent" or "considerable" knowledge were for this purpose accounted qualified; those reported to have "little" or "none" were not.

1. See Chapter III, pp.3.1 - 3.10.

2. To meet the different situation prevailing in the two provinces, the questionnaires for Ontario and Quebec municipalities varied slightly. Examples of the two forms may be found in Appendix 4.II.

3. Templeton failed to return its checklists and the confirmed copy of the questionnaire. Thus the analysis of the language practices of this municipality is based on the telephone interview alone.

II Hull

Hull is a municipality of the Province of Quebec. Thus, in contrast to Ottawa, it is faced in many instances with a legal obligation to provide bilingual service to the public. The linguistic provisions of the City's charter must be met, and also those laid down in the provincial Cities and Towns Act.⁴ However, as we shall see below, Hull goes rather beyond the strict requirements of the law in this respect.

Language Practices of the Administration. The demand for service in English is small, but not unimportant. In December 1966 an official of the City estimated that some 14 per cent of the letters sent to the administration were in English, 85 per cent were in French and one per cent in languages other than these two. He also reported that the language of letters sent out by the administration to members of the public followed the same approximate distribution, as also did telephone calls and personal meetings between municipal servants and the general population.

Despite the relative smallness of the demand for English language service, it is a principle of the administration always to offer service in both English and French. Any citizen can send in a request, orally or in writing, in either of the official languages, and he is

4. See Chapter II, pp. 2.57, 2.58 - 2.60.

answered in the same language. However, inside the administration, an individual's request, forwarded in one language, may be handled in the other. Take, for example, the case of an English-speaking citizen who writes to the City in English objecting to his municipal assessment: the content of the letter will be discussed in French, without being translated, by the Assessment Department. The reply will be sent directly in English.

As far as we can determine, the switchboard operators are sufficiently bilingual to give information in either language and to transfer calls to the right department. They usually acknowledge calls in French only, thus: "Hôtel de ville", "Bureau du Greffier", etc. In the various departments staff at the front desk must be bilingual. In general, any individual who needs information will be served in the language which he prefers to use.

Turning now from the municipality's relations with individual members of the public to its broad communications of general interest, we find article 401 of Hull's charter of direct relevance. It reads:

Quand il est ordonné de donner un avis public, en vertu de quelque disposition de cette loi ou d'un statut concernant la Cité, sans prescription quant à la forme ou à la manière dont cet avis doit être publié, tel avis doit, dans ce cas, être donné par une annonce insérée deux fois, au moins, en anglais et en français, dans un journal publié et imprimé dans un rayon de 25 milles de la Cité.

All the City departments appear to obey the law to the letter: the Clerk's office publishes the by-laws passed by Council in French and English, and notices of expropriation and intention to borrow, issued, respectively, by the Assessment and Finance Departments, are handled in the same manner.

Hull also makes use of the two official languages for all official documents, such as tax bills, police tickets and summonses, municipal traffic signs, safety notices (for example "Défense de fumer" and "No Smoking") and applications for building and other permits.

Calls for tenders for the construction of public works are published, in French only, in the newspaper Le Droit, if the works are of a local character and to be undertaken by local industry. If the works are on a larger scale advertisements in both French and English newspapers are used. Annual reports from departments are not all bilingual; in particular, the report of the Police Department is prepared only in French.

Each department does its own translations. There is no translation bureau, and no need for one is considered to exist at present. If there is any conflict between the interpretations given to the English and French versions of a document, the French text prevails.

The usual internal working language is French. Most documents, files and forms intended for internal use (e.g., work orders, memoranda, fire reports and assessment reports) are printed in French. The filing systems (file-names, card-indexes, letter-heads, etc.) of the various departments are in French. Reports from employees, and intra- and inter-departmental correspondence, are in French, and as far back as the present staff can remember, they have always operated in this way.

Generally speaking, then, all documents and forms intended for the sole use of the municipal administration (or of the provincial government) are printed in French. Nevertheless, it is interesting to note that two police-officers are allowed to write their daily reports in English; these men are both English-speaking, and while they can handle both languages they probably express themselves better in English. It may also be observed that forms issued by the Government of Quebec for the purpose of obtaining returns are often bilingual, the two versions being printed on opposite sides of the same sheet.

Composition and Language Skills of the Administration.

Since the internal working language of the Hull administration is French, a knowledge of this language is clearly essential for recruitment into the municipal service. With regard to a candidate's ability to speak English, however, there is no precise general rule covering the language requirements of the various departments; practice has been empirically

determined, and varies from department to department. It also depends on the nature and importance of the post which has to be filled, e.g., departmental head, clerk, secretary, etc. In principle all departments ask the applicant to address a letter to the department in French and English, explaining his interest in the competition for the post and the relevance of his qualifications and experience. This written request is used to assess the candidate's language ability, unless he is required to submit to a more detailed test of a written or oral character.

The Police Department is unquestionably the municipal department with the highest language requirements. The importance attached to language ability is borne out by written and oral examinations which would-be entrants have to pass. The written examination includes tests of general knowledge, spelling, vocabulary and arithmetic, and although it is not difficult, it requires a considerable knowledge of both French and English. The oral test is especially severe; every candidate must be able, right from the start, to speak French and English fluently in order to obtain employment.

The Assessment and Finance Departments appear to be less strict. It is felt that a French-speaking employee can improve his English on the job, but, other things being equal, preference in hiring and promotion will be shown to the candidate who proves he has the best language ability.

In other departments (such as Fire or Recreation) requirements are much more loosely stated and harder to define. A candidate is told he must have "some knowledge" of English, a "minimum" which will enable him subsequently to make good any deficiencies in his knowledge. In this third class of municipal services English appears to be an incidental requirement, while a knowledge of French is indispensable.

Even so, knowledge of English is not without its importance. It might seem that the junior employee who seldom meets the public is faced with a very small bilingual requirement. However, as one municipal employee put it, "certainly it doesn't matter for an office-worker who doesn't meet the public if he's bilingual or not; but he'll have to be if he wants to get ahead in the city administration". Besides this, the staff of a small city administration like that of Hull have to be mobile; absences, sickness, and holiday-leave frequently make it necessary for one employee to replace another, or to take over from him.

In 1965, the Hull administration employed 225 persons in a full-time capacity. Checklists sent out in early 1967 produced data on 147 municipal servants.⁵ It is this body of information on which the following analysis is based. The officials concerned were divided between the various municipal departments as follows:

5. This figure includes only the senior administrative employees of the fire department. An interview in 1965 indicated that the full department included about 85 personnel, of whom 50 were bilingual.

Clerk's Office	7	Finance	11
Mayor's Office	1	Library	14
City Manager	2	Maintenance	6
Assessment	10	Tourism	3
Recreation	5	Fire	5
Engineering	7	Police	76

A comparison of the linguistic composition of the City's population and administration (Table 4.1) shows that the population of French mother tongue is slightly over-represented in the administration, with the result that the latter is overwhelmingly composed of French-speaking municipal servants. The populations of both English and other mother tongues are under-represented at City Hall.

Table 4.1

Mother tongue of City and administration (Hull)

Mother tongue	City (1961)		Administration (1967)	
	N	%	N	%
English	4,648	8.2	5	3.4
French	51,370	90.2	139	94.5
Other	911	1.6	1	0.7
Not stated	-	-	2	1.4
Total	56,929	100.0	147	100.0

Sources: Census of Canada, 1961, Bulletin CT-13
Employee checklists, 1967

Despite the concentration of personnel of French mother tongue, knowledge of English as well as French is widespread. If the "fluent" and "considerable" levels in Table 4.2 may be taken as indicative of an ability to give service in a language, it appears that over 90 per cent of Hull municipal servants can give service in English, while ^a somewhat higher percentage can do so in French.

Table 4.2
Language knowledge (Hull)

Knowledge of English		Level of knowledge	Knowledge of French	
N	%		N	%
107	72.8	Fluent	137	93.2
27	18.4	Considerable	2	1.4
12	8.2	A little	7	4.8
-	-	None	1	0.6
1	0.6	Not stated	-	-
147	100.0	Total	147	100.0

Source: employee checklists, 1967.

To measure the level of individual bilingualism we have assumed that all employees are competent to give service in their own mother tongue. Thus, we have merely to consider their facility in their second official language (that is, French for those of English mother tongue and English for those of French mother tongue). Looking at the results of this procedure, we find that some 90 per cent of the Hull municipal administrative staff are "fluently"

or "considerably" bilingual. Unilingualism is obviously the exception in the Hull administration.

Table 4.3
Second language knowledge (Hull)

Level of second language ability	N	%
Fluent	107	72.8
Considerable	25	17.0
A little	11	7.5
None	1	0.7
Not stated	3	2.0
Total	147	100.0

Source: employee checklists, 1967.

Even though French is the internal working language of the Hull administration, not all the municipal servants of mother tongues other than French are functionally bilingual. In fact, four of the six in this category had "little" or "no" knowledge of French.

In seven of the 12 departments, which between them account for 71.4 per cent of the Hull administration, every member of the staff has at least a "considerable" grasp of his second language. In a further four departments, a majority of staff members are bilingual. Only in the six-man maintenance department does the degree of bilingualism

fall below this level, and, in this case, persons able to speak one or the other of the two languages are on the staff.

Finally, we have attempted to establish the position of the bilingual and non-bilingual personnel in the Hull administration by comparing job classification (that is, wage-earner, secretarial, clerical, technical, professional or supervisory) and frequency of contact with the public against the reported levels of second language knowledge. Because it has proved impossible to analyse meaningfully the job classification and public contact of the fire and police services, they are excluded from consideration here. This leaves us with a group of 66 employees.

Table 4.4

Job classification by second language knowledge (Hull)

Second language knowledge	Total	Job Classification					
		W.E.	Sec.	Clerical	Tech.	Prof.	Sup.
Fluent	26		1	11	1	3	10
Considerable	25	4	3	13	4	1	
A little	11	5	4	1	1		
None	1	1					
Not stated	3		1	1			1
Total	66	10	9	26	6	4	11

Source: employee checklists, 1967.

Table 4.4 indicates the positioning of bilingual and unilingual staff by job classification. It will be seen

that the extent of second language knowledge is less in the lower status positions. Less than half of the wage-earning and secretarial staff reported they had a "fluent" or "considerable" command of their second language. In comparison, all the supervisory and professional personnel, and practically all the technical and clerical employees, were reported to be bilingual. This would tend to confirm the point made earlier⁶ that bilingualism is a prerequisite to advancement in the Hull administration.

Table 4.5

Degree of public contact by second language knowledge
(Hull)

Second language knowledge	Total	Public Contact			
		None	Less than once a day	More than once a day	Not stated
Fluent	26			26	
Considerable	25		3	22	
A little	11	3	4	4	
None	1		1		
Not stated	3			2	1
Total	66	3	8	54	1

Source: employee checklists, 1967.

Reading across Table 4.5, it appears that all of the "fluently" bilingual officials are in more than daily contact with the public, as also are most of those having

6. See p. 4.8.

a "considerable" knowledge of their second language. Municipal servants having "little" or "no" knowledge of their second language can be found in all three public contact categories. By reading the table downwards, we find that the staff having no contact with the public (all of them wage-earners) have only a limited command of their second language. Five (three being wage-earners and two secretaries) of the eight persons having less than daily contact with the public are not functionally bilingual. In contrast, most of those having more than daily contact with the public can give service in both English and French (of the four who cannot, two are secretaries, one is a clerk and one is a technician).

Thus the likelihood of a member of the public encountering a unilingual municipal servant is remote. Even if this were to happen, it will be remembered that all but one department contains a majority of people able to give service in the two languages. In short, the linguistic resources of the Hull administration are such that service in either French or English is readily obtainable throughout City Hall.

Evaluation. To sum up, we may say that the municipal administration of Hull is basically French; the language of internal administration (working language and language of communication between employees) is French; forms and documents for internal use are in most cases

printed in French only. Municipal servants whose mother tongue is English form but a very small minority. However, these factors do not prevent the administration from presenting itself to the public as a bilingual entity. In principle, any member of the public can use French or English in his dealings with the municipal authorities, and his choice of language will determine the language of their reply, whether it be oral or in writing.

To prevent any misunderstanding about the extent of bilingualism in the city government, let it be emphasized that we are dealing with a state of functional bilingualism rather than complete fluency in both languages. Moreover, this bilingualism varies from one department to another, depending on departmental responsibilities and degree of contact with the public. Arrangements are ad hoc; bilingualism is flexible, but it is real. We have not encountered any complaint from the English-speaking population of the City of Hull concerning inequitable treatment from the city authorities as far as language is concerned. We find in Hull a situation of "linguistic peace"; the city government serves the population in French and English without conflict or collision, and, apparently, with a minimum of administrative difficulty.

III Eastview

In many respects Eastview is a unique Ontario municipality. Working within the same provincial framework as Ottawa, it has nevertheless managed to provide service in both English and French with few apparent difficulties, legal or otherwise. This administrative bilingualism has been impelled, on the one hand, by the needs of the local population (of which, it will be remembered, 61 per cent were of French mother tongue in 1961), and on the other by the geographic and political setting of Eastview in a predominantly English-speaking province.

Language Practices of the Administration. In providing bilingual service, the administration of Eastview is answering a clear need. It was estimated that of the letters sent both to the City and by the City to the public, and of face-to-face interviews between municipal servants and citizens, roughly half are in French and half in English. This distribution changes for telephone calls to and from City Hall. Here an estimated 60-75 per cent are in French, while only 25-40 per cent are in English. Oral contacts appear to outweigh written communications by a considerable margin, and of the former, the more usual medium is the telephone. Communications from individual citizens are most often in French, while those emanating from enterprises, organizations and institutions tend to be in English.

There is thus a need to give service in both English and French, and, in fact, this is the principle on which the administration operates. In practice Eastview appears to be completely bilingual in its pattern of oral communication, and in written communication also as far as the institutional context permits.

On telephoning to the municipality, the first voice that greets the caller employs the formula "Hôtel de ville - City Hall". The operators on the central switchboard are all bilingual. Most of the individual departments also employ a bilingual salutation. All of them are able to accommodate a caller whether he chooses to employ English or French. It would be an exceedingly rare case in which a municipal employee would be obliged, because of a language barrier, to pass the caller on to someone else. In other words, in the vast majority of cases the accommodation would be immediate.

Much the same condition obtains in the area of written communications. All eight department heads who were interviewed reported that the language of the original inquiry is respected, that is to say incoming letters written in French are answered in French, English in English.

When the City initiates the communication process, the same policy of bilingualism applies. Only two department heads mentioned their practice with respect to oral contacts during the interviews. Of these, one suggested that there

was a tendency to use English as the language of approach, the other maintained that his staff attempted first to determine the language of the person being addressed.

As to letters originating from the administration, if the language of the recipient is known, the letter is invariably written in that tongue. If it is not known, several departments appear to make a definite attempt to determine it. In the few instances where the language cannot be discovered, there appears to be a slight tendency toward using English in preference to French. This tendency may be explained by the assumption, frequently met with in Eastview, that most of the French-speaking citizens will understand English, while considerably fewer English-speaking citizens will comprehend French.

The area of forms and public documents presents a different picture. The English language is used more extensively than French. While most documents are bilingual, there is a significant number of forms which are in English only, though no documents destined for the public in French only were reported.

In general, those forms and documents originating with the City are bilingual or in each language separately. Thus one finds available in the two languages all public notices such as those concerning elections; tax notices and similar official forms; traffic tickets; road signs (although

these are to be replaced with the wordless, universal traffic symbols); safety signs; permits for construction or business operations; and requests for tenders.

The forms that are not available in both English and French are those relating to the Ontario court system or to the municipality's relations with the Province. Legal forms, such as subpoenas, will be in English only. By-laws, because of the provincial context, are drafted in English, although they are translated into French prior to publication.

Finally, it might be noted that it is only within recent years that French has reached a position of equality vis-à-vis English in the documents issued by the City. Prior to 1953 the annual report of the Assessment Commissioner was issued in English only. It was not until 1957-58 that tax forms and assessment notices became bilingual. Thus, relative to its position fifteen years ago, the status of the French language in Eastview would appear to have improved.

Internally, the Eastview administration uses both languages on a roughly equal basis. Some distinctions may be made. As we shall see below, a strong majority of municipal servants are of French mother tongue, and thus most oral contacts take place in French. However, when technical terms are involved or a person whose knowledge of French is limited is present, English will be used. As to written communications, English appears to be the language more frequently employed. Five of eight department heads

felt this to be so, as against one who felt French was used more often, one who considered the two languages were employed in roughly equal proportions, and one who offered no opinion.

Composition and Language Skills of the Administration.

Clearly, if a municipal employee is to be an effective member of the Eastview administration, he must be able to communicate in both English and French. However, there does not seem to be any definite policy in regard to recruitment and language skills, perhaps because Eastview has no personnel department. Subject to Council approval, the hiring of new employees is left largely to each department head.

Of the six heads of department who touched upon language and employment during the interviews, four expressed a decided preference for bilingual candidates. Three of these suggested that, at least for those in contact with the public, bilingualism was a prerequisite to employment, while the fourth simply stated that as a rule he preferred to obtain bilingual men. A fifth, whose department employs a high proportion of professionals, maintained that he tried to keep a balance between French- and English-speaking staff. However, because of the paucity of candidates with the required training, it was not always possible to achieve this goal. The sixth department head, though dealing only peripherally with the question, suggested that there was a

certain preference extended to French-speaking applicants. The two department heads who did not discuss the question both administered departments whose staffs were all bilingual at the time of the interview. In summary, it may be said that, despite the absence of a centralized recruitment procedure, there is a very strong emphasis placed on bilingualism as a prerequisite to employment by the City of Eastview.

The Eastview administration which had consisted of 110 persons in 1964, had risen to a reported total of 131 by 1966. In December 1966, we sent out checklists and received back replies on 107 employees, distributed between the various departments as follows:

City Clerk	4	Welfare	4
Treasury	7	Recreation	3
Assessment	5	Fire	24
Public Works	27	Police	33

It is this latter body of municipal servants we shall analyse for linguistic distribution and skills.

A comparison of the breakdown by mother tongue for the city population as a whole and for the administration (see table 4.6), shows that the English-speaking and other language groups are distinctly under-represented at City Hall. This follows the same pattern that was found in Hull.

Table 4.6

Mother tongue of City and administration
(Eastview)

Mother tongue	City (1961)		Administration (1966)	
	N	%	N	%
English	8,355	34.0	13	12.1
French	14,976	61.0	93	86.9
Other	1,224	5.0	1	0.9
Total	24,555	100.0	107	100.0

Sources: Census of Canada, 1961, Bulletin CT-13
Employee checklists, 1966.

If we break down each department's employees by mother tongue, we find that three of the departments have persons of French mother tongue only on their staff. The fire and police departments have four English-speaking employees each. Excluding these eight persons, the remaining six employees (five of English and one of other mother tongue) all occupy relatively high-status positions. Two are supervisors, two professionals and two technical employees: none are wage-earners, secretaries or clerks.

Both official languages are widely understood by Eastview municipal employees (see table 4.7). Taking again the "fluent" and "considerable" levels of language knowledge as being indicative of the ability to provide satisfactory service in that language, we find that more than four out

Table 4.7
Language knowledge (Eastview)

Knowledge of English		Level of knowledge	Knowledge of French	
N	%		N	%
56	52.3	Fluent	96	89.7
31	29.0	Considerable	4	3.7
19	17.8	A little	5	4.7
-	-	None	1	0.9
1	0.9	Not stated	1	0.9
107	100.0	Total	107	100.0

Source: employee checklists, 1966.

of five persons (81.3 per cent) in the administration can give service in English, and that almost all employees (93.4 per cent) can do so in French.

With regard to individual bilingualism, three out of four Eastview employees (or 74.8 per cent) have a "fluent" or "considerable" knowledge of their second language. The vast bulk of this bilingual group is provided by the employees of French mother tongue, and the high level of bilingualism in the Eastview administration as a whole is a reflection of their preponderance in the municipal work force. It might be noted, however, that 50 per cent of the employees of English and other mother tongues also have a fluent or considerable knowledge of French.

Table 4.8

Second language knowledge (Eastview)

Level of second language ability	N	%
Fluent	46	43.0
Considerable	34	31.8
A little	24	22.4
None	1	0.9
Not stated	2	1.9
Total	107	100.0

Source: employee checklists, 1966.

Finally, we have attempted to establish the position of the bilingual personnel in the Eastview administration by comparing job classification and degree of contact with the public with the levels of second language knowledge. After excluding the protective services, as was done in the case of Hull,⁷ a group of 50 employees is left. In Eastview, all but two of the 24 municipal servants in the secretarial, clerical, professional and supervisory categories have a "fluent" or "considerable" knowledge of their second language. Only two of the 13 wage earners and five of the 13 technicians are bilingual to this extent. If, however, we introduce the variable of public contact (table 4.9), it will be seen that all the

7. See p. 4.12.

Table 4.9

Wage-earning and technical employees. Public contact by second language knowledge (Eastview)

Second language knowledge	Wage earners		Technicians	
	No contact	With contact	No contact	With contact
Bilingual*	2		1	4
Unilingual**	11		7	1

Source: employee checklists, 1966.

* Defined as having a "fluent" or "considerable" knowledge of their second tongue.

** Defined as having "a little", "no" or "not stated" knowledge of their second tongue.

"unilingual" wage-earners have no public contact, and that only one of the "unilingual" technicians is in contact with the public.

To revert to a more general level, by omitting from consideration the job classifications, and taking only the degree of public contact and second language knowledge, a high correlation is found between the degree of contact and the degree of linguistic ability (see Table 4.10). Thus, practically all those with a high level of bilingualism are in more than daily contact with the public, while those with a low level scarcely meet the public during the course of their work. This correlation

Table 4.10

Degree of public contact by second language
knowledge (Eastview)

Second language knowledge	Total	Public contact		
		None	Less than once a day	More than once a day
Fluent	14	-	-	14
Considerable	14	2	-	12
A little	20	18	1	1
None	-	-	-	-
Not stated	2	1	-	1
Total	50	21	1	28

Source: employee checklists, 1966.

suggests that in Eastview some effort is made to arrange bilingual and unilingual municipal personnel in such a way as to carry out the City's policy of providing bilingual service to its citizens with maximum effect.

Evaluation. From the study of Eastview three points stand out. First, on the attitudinal level, there seems to exist a real feeling that the provision of services in both languages is not a disagreeable necessity but a positive good: the administration appears to be not only able but willing to use both tongues. In our interviews the claim was often stated that because the rights of citizens of both linguistic groups are respected in Eastview, very little friction is to be found.

In the second place, Eastview's geographic setting plays an important part in the relative positions of the two languages. If English is the language of the minority within the city limits, it should be kept in mind that the latter encompass only one square mile of territory. In the municipalities around its borders English is the language of the majority.

Finally, of at least equal importance is the municipality's relationship with the Province of Ontario. All eight department heads who were interviewed stated or implied that this factor was extremely potent in buttressing the use of English by the administration. Not only are all direct relations with the Province carried out in English but, in one department at least, matters which the department head believes might reach the Province will be dealt with in English.

IV The Other Administrations

Ten municipalities in the Ottawa metropolitan area remain to be considered. These are, on the Ontario side of the Ottawa River, Gloucester, Nepean and Rockcliffe Park, and on the Quebec side, Aylmer, Deschênes, Gatineau, Lucerne, Pointe-Gatineau, Templeton and Templeton West. Insofar as the language practices of these administrations are concerned, the three Ontario municipalities follow a

similar pattern, for broadly speaking they employ only English in the course of their work. Variations exist between the Quebec municipalities in that some make more frequent use of the two languages than others. However, all seven offer service to the public in French and English. The main differential between the ten municipalities is the provincial factor, and accordingly we shall divide them on this basis in our analysis.

Language practices of the three Ontario municipalities.

Demand for French-language service, either in letters, or over the telephone, or in face-to-face interviews, is virtually non-existent in the three municipalities. Nepean recorded none at all, while Gloucester and Rockcliffe Park each felt that of the letters coming to them less than one per cent were in French. Gloucester, however, did mention that while telephone and face-to-face conversations were primarily in English, some French was used in the Tax Department, since the head of this department was bilingual.

Reflecting the level of demand, service is given mostly in English. All letters are answered in this language. Nepean did mention that although it had never been sent a letter written in French, if it did receive one the answer would probably be in French. By-laws in all three municipalities are drafted and published in English only. Public notices, official forms, traffic

4.27
tickets and summonses,⁸ road signs, safety signs, permits for various operations, and requests for tenders issued by the municipalities, are in English only as a general rule. Nevertheless, while the handbills and posters Gloucester puts out are in the single language, the municipality does send its public notices that are to be published in newspapers to Le Droit as well as to the Ottawa Citizen and Ottawa Journal. The same procedure applied to its requests for tenders. Nepean mentioned that it also had used Le Droit for publication of requests for tenders. Rockcliffe Park noted that there had been some tendency to replace the traffic signs in the municipality with those of the universal, wordless type.

Such translation as may be required is provided on an ad hoc basis. Notices inserted in Le Droit are translated by the staff of the paper. Not surprisingly, the internal working language of the three municipalities is English.

The language of service to the public is clearly related to the demand for such service as perceived by the municipality. Rockcliffe Park reported that the French language was not necessary on the business level. Its respondent could not recall encountering a unilingual French-speaking resident. Gloucester, too, felt that the linguistic

8. The O.P.P. provides police services for Rockcliffe Park. Thus the forms used are those of the O.P.P. and not of the municipality.

aspects of service to the public were being adequately met by the municipality. The Ontario municipalities have apparently seen no need for bilingual service, and as a result they have provided service only in the English language.

Language practices of the seven Quebec municipalities.

The proportionate demand for service in English and French varies sharply from one municipality to another. Table 4.11 shows the level of demand, as seen by the municipalities themselves, for the use of English in written correspondence, telephone calls, and face-to-face interviews. It will be

Table 4.11

Demand for service in English in seven Quebec municipalities, as a percentage of total demand for service

Municipality	Letters sent to administration	Telephone calls	Face-to-face interviews
Templeton W.	N/A*	70	70
Lucerne	60	51	55
Aylmer	50	50	35
Deschênes	25	10	25
Gatineau	15	15	15
Templeton	10	10	10
Pointe-Gatineau	1	1	1

Source: questionnaires sent to municipalities in 1966.

* Templeton West reported very little correspondence.

noted that there are two municipalities where service is requested in English more frequently than in French, four in which the opposite obtains, and one (Aylmer) which is on the borderline. This ranking in terms of the level of demand for service in the province's minority language remains roughly the same for all three types of public contact.

It will be remembered from Chapter II that Quebec municipalities are subject to certain statutory obligations to give service in the two languages as laid down in the Municipal Code or the Cities and Towns Act.⁹ Exception to the provisions of the Municipal Code could be made by the Quebec Minister of Municipal Affairs. Of the four towns under the Code in the metropolitan area,¹⁰ only Lucerne has received such an exemption, and thus since 1923 this municipality has been allowed to conduct its business in English only. However, presumably as a result of the increasing proportion of the population formed by those of French mother tongue, Lucerne council decided in 1962 to use both languages despite its release from the Code's provisions.

Despite the varying level of demand for service in the two languages and the differences in the applicable legal provisions, the seven Quebec municipalities are all

9. See Chapter II, pp. 2.55-2.57.

10. The others are Deschênes, Templeton, and Templeton West.

effectively bilingual with regard to service to the public. Letters are answered in the language in which they are sent, and it would seem that telephone calls and interviews are conducted in the language of the citizen. Templeton apparently publishes its by-laws in one language only, that is, in French. The remaining six municipalities publish bilingually, either with the two versions facing each other on the page (Gatineau and Templeton West) or in separate texts (Aylmer, Deschênes, Lucerne and Pointe-Gatineau). Templeton's by-laws are of course drafted in French, as also are those of Gatineau and Pointe-Gatineau. Lucerne and Templeton West draft theirs in English.¹¹ Aylmer's practice varies, while Deschênes drafts its by-laws in both English and French.

Official documents too are almost universally bilingual. Public notices, official forms, traffic tickets and summonses, road signs, safety signs, permits for various operations and requests for tenders are generally published in both English and French. Only two exceptions to the general rule were reported. Pointe-Gatineau issues its construction permits in French only, while Templeton does the same for its requests for tenders.¹²

11. Cf. the situation in Ontario, where Eastview felt obliged by the institutional framework to draft its by-laws in English.

12. In a few cases, our questions were not applicable. For example, Templeton West issues no traffic tickets and summonses, road signs or safety signs.

Written translations that prove necessary are usually made within the administration. Aylmer, Deschênes and Templeton use the Secretary-Treasurer of the municipality, Pointe-Gatineau its Clerk. Lucerne employs the municipality's lawyer or engages translators. Templeton West indicated that the need for written translation had never arisen, while Gatineau noted that an official translator had not proved necessary as the Cities and Towns Act provided sample official forms in both languages and the notices sent to newspapers were translated by newspaper staff.

Where the French and the English versions of an official text clashed, Pointe-Gatineau has a by-law giving priority to the French text and Lucerne one that gives priority to the English text. No other such by-laws were reported.

The internal working language of the administrations of Aylmer, Deschênes, Pointe-Gatineau, Gatineau and Templeton was stated to be French. Lucerne reported English as its main internal language, while Templeton West considered that the two languages were used about equally.

It would seem that in all seven Quebec municipalities a good relationship exists between the administration and the local citizens. Aylmer mentioned that on a few very rare occasions it had received a letter of complaint from a person with a French-Canadian name who had been sent a letter in French, but who was in fact English-speaking, or

vice versa. This is illustrative of what would appear to be the general attitude prevailing among both the public and municipal servants, namely that the citizen can expect to be served in his own language. The proportion the minority language group forms of the municipal population does not seem to affect this attitude, for bilingual service is as available in Pointe-Gatineau with its 3.0 per cent population of English mother tongue as it is in Lucerne with its 45.1 per cent population of French mother tongue.

Composition and language skills of the ten administrations. Policy as to the linguistic abilities of candidates for the municipal service varies widely. In Ontario, Nepean reported that it had no policy at all. Gloucester, while having no formal policy, considered language to be a definite asset in certain job categories such as welfare officers, and also in the Tax, Police, and Fire Departments. Rockcliffe Park did not report a formal policy either: English would of course be necessary and if in addition the candidate was bilingual this would be favourably regarded.

On the Quebec side, Gatineau and Lucerne both required a candidate for a post in the administrative or police departments to be bilingual. Deschênes and Aylmer would recruit a bilingual person if this was possible, but the latter municipality stressed that the best qualified

candidate would be accepted even if he was unilingual. Pointe-Gatineau had no policy as to bilingualism, but did require all its employees to speak French. Templeton had no policy at all. As Templeton West reported no full-time municipal employees, the question was not applicable.¹³

That even this much weight should be attached to a candidate's bilingualism seems worthy of comment. These are small municipalities which probably experience some difficulty in attracting suitable recruits. Under these circumstances, to establish even a limited requirement of bilingualism would seem to indicate a very real assumption that ability to give service in English and French is a fundamental aspect of the municipal servant's work.

The relative sizes of the 13 metropolitan area municipalities and their administrations may be seen in Table 4.12. The ranking is by size of the respective populations. It will be noticed that while there is a rough correlation between population size and the number of persons employed in the municipal service, it is by no means a perfect one. One factor underlying these variations is the practice among the smaller towns of buying services from each other. Lucerne, for example, takes part of its fire protection from Aylmer, and thus Lucerne's administration is correspondingly smaller than Aylmer's. The disproportionately large Ottawa staff may also be partially explained on these grounds.

13. In much of the following analysis, no mention of Templeton West is made for this reason.

Table 4.12

Municipalities and their administrations
in the Ottawa Metropolitan Area, 1966

Municipality	Population of Municipality	Size of Administration
Ottawa, Ont.	288,735	3,742*
Hull, Que.	58,902	147**
Nepean, Ont.	43,420	165
Eastview, Ont.	24,047	107
Gloucester, Ont.	23,002	74
Gatineau, Que.	17,434	73
Pte-Gatineau, Que.	10,903	43
Lucerne, Que.	8,042	17
Aylmer, Que.	7,150	34
Templeton, Que.	3,219	5
Rockcliffe Park, Ont.	2,155	13
Deschênes, Que.	1,772	4
Templeton West, Que.	611	0
Total Ontario	381,359	4,101
Total Quebec	108,033	531
Total Metropolitan Area	489,392	4,632

Sources: Population figures: preliminary compilation of 1966 interim census (subject to revision); administration sizes: employee checklists.

* Ottawa figure based on the City's personnel list of 1965.

** Excluding firemen. See above, p. 4.8, note 5.

So far as we know, no municipal services (with the exception of bus lines) cross the provincial boundary. As a result, the comparison of the totals of the Ontario and Quebec municipalities becomes interesting. While for Ontario there is roughly one municipal servant for every 93 residents, in Quebec the ratio drops to one for every 203 residents.

Looking at the distribution of the administrations by mother tongue (Table A in the Appendix), it is clear that in most cases one group tends to be preponderant. English-speaking municipal servants in Gloucester, Nepean and Rockcliffe Park form respectively 74, 85 and 85 per cent of the administration. French-speaking civic employees in Aylmer, Gatineau and Pointe-Gatineau comprise 88, 97 and 98 per cent of their administrations. Only in Deschênes and Lucerne is no one group so strongly in a majority. If we compare the breakdown by mother tongue for the municipal populations and their administrations, we find that the English mother tongue group is relatively over-represented in only one administration, while the French language group is over-represented in six administrations.

As to ability to give service in French and English, differences emerged between the Ontario and Quebec municipalities. As may be seen in Table 4.13, service in English¹⁴ could be given by over half the municipal servants

14. Those able to give service in English were taken to be all those of English mother tongue, plus those of French or other maternal languages who had a "fluent" or "considerable" knowledge of English.

Table 4.13

Proportion of municipal servants in eight municipalities capable of giving service * in English or French

Municipality	Percentage of municipal servants capable of giving service in	
	English	French
Gloucester	94	26
Nepean	95	11
Rockcliffe	92	23
Aylmer	100	94
Deschênes	100	50
Gatineau	46	98
Lucerne	94	71
Pte-Gatineau	56	100
Total Ontario (3)	95	16
Total Quebec (5)	65	94
Total (8)	82	48

Source: employee checklists, 1966.

* Defined as having a "fluent" or "considerable" knowledge of the language.

in all but one Quebec municipality. Service in French,¹⁵ on the other hand, while readily obtainable in Quebec, could be given by approximately a quarter or less of the employees of the three Ontario administrations. Looking at

15. Those able to give service in French were taken to be all those of French mother tongue, plus those of English or other maternal languages who had a "fluent" or "considerable" knowledge of French.

the provincial totals, it will be noticed that whereas roughly one sixth of Ontario servants can give service in French, nearly two thirds of the Quebec employees can render service in English.

The total for the eight municipalities taken together only serves further to point out the disparity between the position of the two languages in the capital area. While almost five out of six in the suburban municipalities can give service in English, fewer than three out of six can do so in French. If we include the three cities of Ottawa, Hull, and Eastview, the ability of civic employees to give service in English climbs to 96 per cent; while their ability to do so in French drops to 42 per cent (see Appendix Table B).

Many of the municipal servants who can give service in the minority language of the municipality (that is, for example, French in Nepean, or English in Gatineau) are individually bilingual. Table C in the Appendix gives municipal servants' degree of facility in their second language as reported by each administration. If we consider those having either a "fluent" or "considerable" knowledge of their second language as being functionally bilingual, there can be no doubt that the Quebec municipalities employ a far greater proportion of bilingual staff than do the Ontario ones. Apart from the explicit policy of some of the Quebec municipalities in favour of bilingual candidates,

this may also be due to another factor, namely, the high level of language skills of the local population among which the administrations recruit many of their employees. Roughly 40 per cent of the total population of these five Quebec municipalities in 1961 could speak the two official languages. The comparable figures for Nepean, Rockcliffe Park and Gloucester were 8.7, 29.6 and 32.8 per cent respectively, or an average of 20.7 per cent for all three together.

Of the 140 bilingual municipal servants in the eight municipalities under discussion, 125, or roughly nine out of ten, are of French mother tongue. This is not to say that "French Canadian" and "bilingual" are virtually synonymous adjectives. Table 4.14 gives the percentages of each mother tongue group who are bilingual. An examination of this table permits us to say that in the eight administrations two out of three French-speaking employees are in fact bilingual. Only some seven per cent of the English and other mother tongue groups can speak the two languages.

The provincial comparisons are interesting. Civic employees of French mother tongue are more bilingual in Ontario than Quebec: those of English and other mother tongues are more bilingual in Quebec than in Ontario. From this it may be said that a knowledge of English is virtually necessary to work in an Ontario administration, while a knowledge of French, although not necessary, is at the least preferable for the municipal servant in Quebec.

Table 4.14

Bilingual* municipal servants in eight administrations
by mother tongue

Municipality	English and Other mother tongue				French mother tongue			
	Total		Of which bilingual		Total		Of which bilingual	
	N	%	N	%	N	%	N	%
Gloucester	57	100	4	7	15	100	13	87
Nepean	143	100	5	4	12	100	12	100
Rockcliffe	11	100	1	9	2	100	1	50
Aylmer	4	100	2	50	30	100	30	100
Deschênes	2	100	0	0	2	100	2	100
Gatineau	-	-	-	-	75	100	35	47
Lucerne	7	100	2	29	10	100	9	90
Pte-Gatineau	1	100	1	100	42	100	23	55
Total Ontario (3)	211	100	10	5	29	100	26	90
Total Quebec (5)	14	100	5	36	159	100	99	62
Total (8)	225	100	15	7	188	100	125	67

Source: employee checklists, 1966.

* Defined as having a "fluent" or "considerable" knowledge of their second language.

The position of the bilingual personnel in the eight administrations should also be noted (Table 4.15). Since the protective services fit with difficulty into the job classifications we established, and since it is also hard to categorize them by degree of public contact, they have been excluded from the following discussion.

Table 4.15

Bilingual* municipal servants in eight administrations by job classification and degree of public contact (excluding protective services)

Job Classification	** Ontario Municipalities				*** Quebec Municipalities			
	Total	No contact	Less than once a day contact	More than once a day contact	Total	No contact	Less than once a day contact	More than once a day contact
Wage-earner	13	3	5	5	17	13	4	-
Secretarial	1	-	-	1	8	-	1	7
Clerical	2	-	-	2	13	-	1	12
Technical	-	-	-	-	8	-	-	8
Professional	1	-	-	1	3	-	-	3
Supervisory	2	-	-	2	6	-	1	5
Total	19	3	5	11	55	13	7	35

Source: employee checklists, 1966

* Defined as having a "fluent" or "considerable" knowledge of their second language.

** Gloucester, Nepean, Rockcliffe Park.

*** Aylmer, Deschênes, Gatineau, Lucerne, Pointe-Gatineau.

For the Ontario municipalities, the substantial majority of bilingual staff are to be found in the "wage-earner" category. Most bilingual personnel in the Ontario sector, in other words, belong to the lower status positions. Two other points of interest regarding these three municipalities are that none of the technical staff were reported to be bilingual, and that, wage-earners apart, all the remaining bilingual employees were in positions requiring the maximum amount of public contact. As to the Quebec municipalities, the wage-earner category again contains the greatest single number of bilingual personnel. None of them, however, was in more than daily contact with the public. Of the remaining bilingual staff, most (but not all, as in Ontario) are located so as to be meeting the public daily.

Some qualification is needed to the above discussion as actual numbers can be deceptive. The apparent clustering of bilingual personnel in the wage-earner category is partially explainable by the large number of municipal employees to be found in this category. From Table 4.16, however, we can see that, on the Ontario side, the bilingual staff still tend to form a disproportionately large cluster in the wage-earner category. The clerical category is close to the average, while the remaining ones are below it. In Quebec, on the other hand, we find that the wage-earner category has proportionally fewer bilinguals than the others.

The supervisory, professional and secretarial categories show a very high percentage of bilingual persons.

Table 4.16

Bilingual* municipal servants in eight administrations as percentage of total in each job classification (excluding protective services)

Job Classification	Ontario Municipalities**	Quebec Municipalities***	Total
Wage-earner	18	27	22
Secretarial	7	100	39
Clerical	14	65	44
Technical	0	62	27
Professional	9	100	29
Supervisory	11	75	31
Total	13	47	28

Source: employee checklists, 1966.

* Defined as having a "fluent" or "considerable" knowledge of their second language.

** Gloucester, Nepean, Rockcliffe Park.

*** Aylmer, Deschênes, Gatineau, Lucerne, Pointe-Gatineau.

Table 4.17, showing the percentage of bilingual personnel in the three categories of public contact, points to another striking difference between the Ontario and Quebec municipalities. In accordance with the Quebec administrations' policy of giving bilingual service, the percentage of bilingual staff in frequent public contact is



considerably higher than that for the employees with little contact or none. In the case of the Ontario municipalities, bilingualism is most widespread among those with no public contact at all.

Table 4.17

Bilingual* municipal servants in eight administrations as percentage of total for each level of public contact (excluding protective services)

Degree of public contact	Ontario Municipalities **	Quebec Municipalities ***	Total
None	21	38	34
Less than once a day	14	30	20
More than once a day	12	67	32
Total	13	47	28

Source: employee checklists, 1966.

* Defined as having a "fluent" or "considerable" knowledge of their second language.

** Gloucester, Nepean, Rockcliffe Park.

*** Aylmer, Deschênes, Gatineau, Lucerne, Pointe-Gatineau.

V Summary

For the 12 municipalities considered in this chapter, the following points may be made by way of a summary.

1. The provincial framework is clearly of importance.

Quebec both obliges and encourages its municipalities

to be bilingual: Ontario does not. The example of Eastview, however, shows that an Ontario municipality can use both languages in its work.

2. Apart from Eastview, the Ontario municipalities see little or no need for French-language service, and their attitude to bilingualism is consequently negative. In Eastview and the Quebec municipalities, the opposite obtains.
3. Service to the public reflects these assumptions. Outside of Eastview, service in the two languages in Ontario is rare: in the other municipalities it is almost universally obtainable.
4. Official documents are for the most part bilingual in Eastview and the Quebec Municipalities, but not elsewhere.
5. Broadly speaking the internal language of work is English in Gloucester, Nepean, Rockcliffe Park and Lucerne; English and French in Eastview and Templeton West, and French in the remaining six municipalities.
6. Only Hull, Eastview^{Gatineau} and Lucerne reported actual policies requiring bilingualism of recruits. Most of the other municipalities would accord preference to a bilingual candidate if all other qualifications were equal.



7. Only in Deschênes and Lucerne are municipal servants not predominantly of one mother tongue. Apart from these two, the position of the majority group is stronger in the administration than in the general population.
8. A majority of the administration were reported to be bilingual in all municipalities except Gloucester, Nepean, Rockcliffe Park and Gatineau.
9. Bilingual municipal servants tend strongly to be of French mother tongue. Those of English mother tongue are more likely to be bilingual if they work in Quebec.
10. In Ontario, with the exception of Eastview, the highest percentages of bilingual employees tend to be in positions of low status and low public contact, whereas in the Quebec municipalities and Eastview the opposite tendency is found.

Following this study of the area municipalities, the position of the City of Ottawa can now be put into context. A clear distinction with regard to language usage may be made between Ottawa, Nepean, Gloucester and Rockcliffe Park on the one hand, and Eastview and the eight Quebec municipalities on the other. The presence of Eastview in the latter category serves to show both the importance and the limits of provincial influence on language usage. While this

influence is undoubtedly strong, it does not offer a complete explanation, for attitudinal factors also have a role. With the latter group of municipalities, bilingualism is the accepted practice, not simply or even primarily because it is necessary but rather because certain psychological factors work in its favour. These factors, such as the expectation that English-speaking people cannot understand French, the belief that bilingualism is no great obstacle but rather a help to efficient service, and the assumption that bilingualism is not an impossibly difficult goal at which to aim, have led to the provision of service in the two languages far beyond the level that purely pragmatic considerations might suggest. Finally, it should be noted that neither the "unilingual" nor the "bilingual" municipalities indicated that their linguistic practices were determined by any awareness of the possible special needs of the capital area.

Appendix 4.I

Tables

Table A Municipalities and Municipal Administrations in the Ottawa Metropolitan Area by Mother Tongue, Percentages

	Municipality (1961)					Municipal Administration (1966)					
	Total		Mother Tongue			Total		Mother Tongue			
	N	%	English	French	Other	N	%	English	French	Other	Not Stated
Eastview	24,555	100	34	61	5	107	100	12	87	1	-
Gloucester	18,301	100	54	40	6	74	100	74	20	3	3
Nepean	19,753	100	89	4	7	165	100	85	7	2	6
Ottawa	268,206	100	70	21	9	2676	100	66	30	4	-
Rockcliffe	2,084	100	85	10	5	13	100	85	15	-	-
Aylmer	6,286	100	41	56	3	34	100	12	88	-	-
Deschênes	2,090	100	30	68	2	4	100	25	50	25	-
Gatineau	13,022	100	12	87	1	77	100	-	97	-	3
Hull	56,929	100	8	90	2	147	100	3	95	1	1
Lucerne	5,762	100	52	45	3	17	100	41	59	-	-
Pte. Gatineau	8,854	100	3	96	1	43	100	2	98	-	-
Templeton	2,965	100	14	85	1	5	100	-	-	-	100
Templeton West	943	100	37	62	1	0	-	-	-	-	-
Total Ontario	332,899	100	68	24	8	3035	100	66	30	4	-
Total Quebec	96,851	100	14	84	2	327	100	6	91	1	3
Total M.A.	429,750	100	56	38	6	3362	100	60	36	3	1

Sources: (a) Municipalities, Census of Canada, 1961, Bulletin CT-13.
 (b) Administrations, Ottawa, Tape 2, Table 1, p. 42
 Others, Employee checklists, 1966

TABLE B Municipal Servants Able to Give Service in English or French, Percentages, 13 Municipalities

Knowledge of English				MUNICIPALITY	Total Employees		Knowledge of French			
Fluent	Considerable	A little	None		N	%	Fluent	Considerable	A little	None
49	31	18	-	Eastview	107	100	84	7	6	1
86	8	3	-	Gloucester	74	100	19	7	27	43
94	1	-	-	Nepean*	165	100	7	4	8	76
92	-	1	-	Ottawa	2676	100	38	-	62	-
-	-	8	-	Rockcliffe	13	100	23	-	23	54
-	100	-	-	Aylmer	34	100	-	94	3	3
100	-	-	-	Deschênes	4	100	50	-	-	50
20	26	30	24	Gatineau	77	100	21	77	-	-
73	18	8	-	Hull	147	100	93	1	5	1
71	23	6	-	Lucerne	17	100	71	-	6	23
26	30	19	23	Pte. Gatineau	43	100	40	60	-	-
-	-	-	-	Templeton	5	100	-	-	-	-
-	-	-	-	Templeton W.	0	-	-	-	-	-
80	11	6	-	Ontario ex- cluding Ottawa	359	100	33	5	12	46
98	-	2	-	Total Ontario	3035	100	38	-	62	-
46	30	13	9	Total Quebec	327	100	82	13	2	2
64	20	10	4	M.A. excluding Ottawa	686	100	58	6	7	25
96	-	4	1	TOTAL M.A.	3362	100	42	-	56	1

Sources: Ottawa, Census of Canada, 1961, Tape 2, Table 1; Other municipalities, employee checklists, 1966

* Ottawa percentages based on official languages as recorded by the Census, E.g., a fluent or considerable knowledge of English includes those who gave this language as their official language and also those who were recorded as having both French and English.

TABLE C Second Language Knowledge, Percentages, 13 Municipalities

	Total Employees		Knowledge of Second Language				Sum of "Fluent" and "considerable"	Sum of "little", "none" and "not stated"
	N	%	Fluent	Considerable	A little	None		
Eastview	107	100	43	32	22	1	2	25
Gloucester	74	100	11	12	30	43	4	77
Nepean	165	100	7	4	8	75	7	89
Ottawa*	2,676	100		37		63		63
Rockcliffe	13	100	15	-	31	54	-	85
Aylmer	34	100	-	94	3	3	-	6
Deschênes	4	100	50	-	-	50	-	50
Gatineau	77	100	19	26	29	23	3	55
Hull	147	100	73	18	8	-	2	10
Lucerne	17	100	41	24	12	23	-	35
Pte Gatineau	43	100	23	33	19	23	2	44
Templeton	5	100	-	-	-	-	5	100
Templeton W.	0	100	-	-	-	-	-	-
Ontario excluding Ottawa	359	100	19	14	17	46	4	68
Total Ontario	3,035	100		36		63	1	64
Total Quebec	327	100	43	29	13	11	3	28
M.A. excluding Ottawa	686	100	30	21	16	29	4	49
Total M.A.	3,362	100		40		60	1	60

Sources: Ottawa, Census of Canada, 1961, Tape 2, Table 1; other municipalities, employee checklists, 1966.

* For Ottawa, those who were recorded as having both English and French as their official languages at the Census come under the fluent or considerable columns: those who recorded only English, only French or neither come under the remaining columns.

TABLE D Job Classification by Bilingualism, 13 Municipalities (excluding protective services)

	Total Employees			Wage Earner			Secretarial			Clerical			Technical			Professional			Supervisory			Not stated
	1*	2*	3*	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	
Eastview	50	29	58	13	2	15	4	4	100	10	9	90	13	5	39	4	4	100	6	5	83	-
Gloucester	36	5	14	11	3	27	6	0	0	4	1	25	4	0	0	8	1	13	2	0	0	1
Nepean	102	12	12	55	8	15	6	1	17	10	1	10	13	0	0	3	0	0	14	2	14	1
Ottawa**	990	276	28	72	24	33	66	15	23	180	55	31	300	87	29	149	45	30	174	50	29	49
Rockcliffe	13	2	15	8	2	25	3	0	0	-	-	-	-	-	-	-	-	-	2	0	0	-
Aylmer	20	19	95	10	10	100	3	3	100	-	-	-	1	1	100	-	-	-	2	1	50	4
Deschênes	4	2	50	-	-	-	1	1	100	-	-	-	2	0	0	1	1	100	-	-	-	-
Gatineau	59	24	41	35	5	14	2	2	100	12	8	67	8	7	88	2	2	100	-	-	-	-
Hull	66	51	77	10	4	40	9	4	44	26	24	92	6	5	83	5	5	100	10	9	90	-
Lucerne	8	3	38	5	1	20	-	-	-	3	2	67	-	-	-	-	-	-	-	-	-	-
Pte Gatineau	27	11	41	12	1	8	2	2	100	5	3	60	2	0	0	-	-	-	6	5	83	-
Templeton	5	0	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5
Templeton West	0	0	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total Ontario	1191	324	27	159	39	25	85	20	24	204	66	32	330	92	28	164	50	30	198	57	29	51
Total Quebec	189	110	58	72	21	29	17	12	71	46	37	80	19	13	68	8	8	100	18	15	83	9
Total M.A.	1380	434	31	231	60	26	102	32	31	250	103	41	349	105	30	172	58	34	216	72	33	60

Source: employee checklists

* Column 1: number of employees in category; column 2: number of bilingual staff in category; column 3: number of bilingual staff expressed as percentage of total staff in category.

** Census job classifications do not correspond with those used in the checklists. For the sake of comparability, the admittedly incomplete checklists filled out by the Ottawa administration are analysed in this table. These did not measure the degree of knowledge of English. Thus the criterion of bilingualism will be for all the municipalities but Ottawa a "fluent" or "considerable" knowledge of the respondents second language. For Ottawa it will be all persons of French mother tongue and those of other mother tongues recording a "fluent" or "considerable" knowledge of French.

TABLE E Degree of Public Contact by Bilingualism, 13 Municipalities (excluding protective services)

	Total Employees			No public contact			Contact less than once a day			Contact more than once a day			Not stated
	1*	2*	3*	1	2	3	1	2	3	1	2	3	
Eastview	50	29	58	21	3	14	1	0	0	28	26	93	-
Gloucester	36	5	14	-	-	-	3	0	0	32	5	46	1
Nepean**	102	12	12	14	3	21	33	5	15	46	4	9	9
Ottawa	990	276	28	122	36	30	195	52	27	599	181	30	74
Rockcliffe	13	2	15	-	-	-	-	-	-	12	2	17	1
Aylmer	20	19	95	10	10	100	4	4	100	5	4	80	1
Deschênes	4	2	50	-	-	-	1	0	0	3	2	67	-
Gatineau	59	24	41	27	5	19	3	1	33	29	18	62	-
Hull	66	51	77	3	0	0	8	3	38	54	48	89	1
Lucerne	8	3	38	5	1	20	-	-	-	3	2	67	-
Pte. Gatineau	27	11	41	-	-	-	15	2	13	12	9	75	-
Templeton	5	0	0	-	-	-	-	-	-	-	-	-	5
Templeton West	0	0	0	-	-	-	-	-	-	-	-	-	-
Total Ontario	1191	324	27	157	42	27	232	57	25	717	218	30	85
Total Quebec	189	110	58	45	16	36	31	10	32	106	83	78	7
Total M.A.	1380	434	31	202	58	29	263	67	25	823	301	37	92

Source: employee checklists

* Column 1: number of employees in category; column 2: number of bilingual staff in category; column 3: number of bilingual staff expressed as percentage of total staff in category.

** For the criteria used for Ottawa, see Table D, note **

The "not stated" column may vary between Table D and Table E on account of partial responses.

Appendix 4.II

Questionnaires sent to Ottawa
Metropolitan Area Municipalities

QUESTIONNAIRE FOR ONTARIO MUNICIPALITIES

Municipality _____

Royal Commission on Bilingualism and BiculturalismQuestions on Language Usage in Federal Capital AreaMunicipalitiesIntroductory

1. The following questions deal with three major areas:
 - the linguistic practices of the municipality, particularly in relation to service to the public;
 - the means by which such services are provided; and
 - the legal status of English and French on the municipal level.
2. Two copies of the document are being sent to you, one for your reply and one for your files.
3. Upon completion, please forward the Questionnaire to:

The Royal Commission on Bilingualism
and Biculturalism,
Post Office Box 1508,
Ottawa.

Please feel free to make whatever qualifications, comments, or suggestions you deem necessary.

1. What is the present population of your municipality?

2. Please estimate the relative percentages of the following language groups

a) English _____%

b) French _____%

c) Others _____%

Total 100 %

3. Of the total correspondence sent to the municipal administration from members of the public during the past 12 months, what percentage would you estimate was

a) in English only? _____%

b) in French only? _____%

c) in languages other than English or French? _____%

Total 100 %

4. Of the total correspondence (excluding printed forms) sent out to citizens by the municipal administration during the past 12 months, what percentage would you estimate was sent

a) in English only? _____%

b) in French only? _____%

c) in both English and French? _____%

d) in languages other than English or French? _____%

Total 100 %

5. Of the total municipal business conducted with members of the public over the telephone during the past twelve months what percentage would you estimate was carried out

- a) in English only? _____%
- b) in French only? _____%
- c) in both English and French? _____%
- d) in languages other than English or French? _____%

Total 100 %

6. Of the total municipal business conducted with members of the public in face to face circumstances during the past twelve months what percentage would you estimate was carried out

- a) in English only? _____%
- b) in French only? _____%
- c) in both English and French? _____%
- d) in languages other than English or French? _____%

Total 100 %

Yes No

7. In the constitution of your municipality, are there any articles which regulate language usage in any specific situations? _____

If "yes", please explain _____

citation numbers of the articles

8. Are your municipal by-laws always drafted in English? _____

If "no", please explain _____

Yes No

9. Are your municipal by-laws published
in English only?

If "no", please explain _____

10. Has the Minister of Municipal Affairs
made any stipulations, either by decree
or order-in-council, which directly
affect the language practices of your
administration?

If "yes", please explain _____

11. Are the public notices (e.g. concerning
elections) used by the municipality
published

a) in English only?

b) in both English and French?

c) it depends on circumstances

(please explain) _____

12. Are official forms (e.g. tax notices,
etc.) printed

a) in English only?

b) in both English and French?

c) it depends on circumstances

(please explain) _____

13. Are traffic tickets and summonses issued by your administration

a) in English only? _____

b) in both English and French? _____

c) it depends on circumstances _____

(please explain) _____

5.

Yes No

14. Are the road signs put up by your administration

a) in English only? _____

b) in both English and French? _____

c) it depends on circumstances _____

(please explain) _____

15. As a general rule, are the safety signs, such as "No Smoking", which are posted by the municipality

a) in English only? _____

b) in both English and French? _____

c) it depends on circumstances _____

(please explain) _____

16. Are permits for construction, for business operations, etc., printed

a) in English only? _____

b) in both English and French? _____

c) it depends on circumstances _____

(please explain) _____

17. Are requests for tenders for public works published in newspapers

a) in English only? _____

b) in English and in French? _____

c) it depends on circumstances _____

(please explain) _____

Yes No

18. (Where applicable), in the case of any difference between English and French texts, do your by-laws contain any rules giving priority to the English text? _____

Please explain _____

19. Are council meetings conducted in

a) English only? _____

b) both English and French? _____

If in English and French, please estimate their relative proportions

English _____% French _____%

20. Are the minutes of the Council kept

a) in English only? _____

b) in English and in French? _____

If, in English and French, are they kept

a) in separate English and French versions; or _____

b) in French or English according to the language of debate? _____

21. How many municipal employees are there at present?

22. How many of these have a sufficient knowledge of English and French to serve the public in either language?

23. Does your municipality have a general policy concerning the language abilities of candidates for employment? _____

If "yes", please explain _____

24. In general, what is the internal language of work in your municipal administration?

- a) English _____
- b) French _____
- c) English and French _____

Comment: _____

25. (Where applicable), when written translations are needed, how are they provided?

26. We should appreciate any further comments you may wish to add concerning the use of the English and French languages in your municipality.

Information provided by:

Name _____

Position _____

THANK YOU FOR YOUR CO-OPERATION

QUESTIONNAIRE FOR QUEBEC MUNICIPALITIES

Municipalité _____

Commission royale d'enquête sur le bilinguisme
et le biculturalisme

Etude des pratiques linguistiques des municipalités dans
la région de la capitale fédérale.

Présentation

1. Le questionnaire touche aux trois domaines suivants:
 - le statut légal des deux langues officielles au niveau municipal;
 - les pratiques linguistiques de la municipalité, particulièrement dans ses services au public; et
 - comment ces services sont fournis.
2. Nous vous faisons parvenir deux copies du document, une pour vos réponses et l'autre pour vos dossiers.
3. Les réponses à ce questionnaire doivent être expédiées à la:

Commission royale d'enquête sur le
bilinguisme et le biculturalisme,
C.P. 1508,
Ottawa.

Nous vous prions de donner vos commentaires et les remarques que vous jugerez utiles.

	<u>Oui</u>	<u>Non</u>
1. Votre municipalité est-elle régie		
a) par l'Acte des Cités et Villes?	_____	_____
b) par le Code municipal?	_____	_____
c) autrement (veuillez expliquer)_____		

2. Dans la loi constitutive (charte) de la ville, y a-t-il des articles qui stipulent des circonstances où		
a) la langue française est obligatoire?	_____	_____
b) la langue anglaise est obligatoire?	_____	_____
c) les langues française et anglaise sont obligatoires?	_____	_____
d) le choix du français ou de l'anglais est facultatif?	_____	_____
e) le choix d'une autre langue que le français ou l'anglais est obligatoire ou facultatif?	_____	_____
f) Indiquez, si possible, les numéros des articles:		
articles _____		
3. Les règlements de la municipalité sont-ils <u>publiés</u>		
a) en français seulement?	_____	_____
b) en anglais seulement?	_____	_____
c) en anglais et en français séparément?	_____	_____
d) en anglais et en français sur la même feuille?	_____	_____

4. Les règlements de la municipalité sont-ils rédigés

- a) toujours en français? _____
- b) toujours en anglais? _____
- c) parfois en français et parfois en anglais? _____

Commentaires: _____

3.

5. Le ministre des Affaires municipales a-t-il autorisé la publication des règlements, des résolutions, des avis et des ordonnances de la ville en une seule langue selon un décret ou arrêté-en-conseil?

- a) oui _____ publication en français

Quelle est la date du décret? _____

- b) oui _____ publication en anglais

Quelle est la date du décret? _____

- c) non _____

Oui Non

6. Les avis publics (v.g. concernant les élections) utilisés par la municipalité sont-ils publiés

- a) en français et en anglais? _____
- b) en français seulement? _____
- c) en anglais seulement? _____
- d) en anglais ou en français selon les circonstances? _____

(veuillez expliquer) _____

7. Les documents officiels (v.g. avis d'impôt, etc.) sont-ils rédigés

- | | | |
|---|-------|-------|
| a) en français et en anglais? | _____ | _____ |
| b) en français seulement? | _____ | _____ |
| c) en anglais seulement? | _____ | _____ |
| d) en anglais ou en français selon les circonstances? | _____ | _____ |

(veuillez expliquer) _____

8. Les avis de contraventions et les sommations émises par votre administration sont-elles

- | | | |
|-------------------------------|-------|-------|
| a) en français et en anglais? | _____ | _____ |
| b) en français seulement? | _____ | _____ |
| c) en anglais seulement? | _____ | _____ |

9. La signalisation routière édictée par la ville est-elle rédigée

- | | | |
|-------------------------------|-------|-------|
| a) en français et en anglais? | _____ | _____ |
| b) en français seulement? | _____ | _____ |
| c) en anglais seulement? | _____ | _____ |

4.

Oui Non

10. Comme règle générale, les inscriptions de sécurité, par exemple "Défense de fumer" ou "No smoking" etc., sont-elles rédigées

- | | | |
|-------------------------------|-------|-------|
| a) en français et en anglais? | _____ | _____ |
| b) en français seulement? | _____ | _____ |
| c) en anglais seulement? | _____ | _____ |

11. Les demandes de permis pour la construction, pour l'exploitation d'un commerce, etc., sont-elles rédigées

- a) en français et en anglais? _____
- b) en français seulement? _____
- c) en anglais seulement? _____
- d) en anglais ou en français selon les circonstances? _____

(veuillez expliquer) _____

12. Les demandes de soumissions pour les travaux publics sont-elles publiées dans les journaux

- a) en français et en anglais? _____
- b) en français seulement? _____
- c) en anglais seulement? _____
- d) en anglais ou en français selon les circonstances? _____

(veuillez expliquer) _____

13. En cas de conflit d'interprétation entre les versions française et anglaise d'un texte officiel, y a-t-il un règlement municipal qui donne priorité

- a) au texte français? _____
- b) au texte anglais? _____
- c) autre règle d'interprétation? _____

(veuillez expliquer) _____

	5.	
	<u>Oui</u>	<u>Non</u>
14. A - Aux réunions du conseil la langue parlée est-elle		
a) le français seulement?	_____	_____
b) l'anglais seulement?	_____	_____
c) l'anglais et le français?	_____	_____
B - Pourriez-vous évaluer la proportion relative, aux réunions du conseil?		
a) du français_____%		
b) de l'anglais_____%		
C - Les procès-verbaux du conseil sont-ils rédigés		
a) en français seulement?	_____	_____
b) en anglais seulement?	_____	_____
c) en français et en anglais séparément?	_____	_____
d) en français <u>ou</u> en anglais selon le débat?	_____	_____
15. Au total, combien d'employés municipaux avez-vous? _____		
16. Combien de ceux-ci sont suffisamment bilingues pour servir le public en français ou en anglais?		

17. Votre municipalité, dans le recrutement du personnel, a-t-elle une politique générale concernant les capacités linguistiques du candidat?

Oui _____

Non _____

Si oui, veuillez expliquer _____

18. Durant les derniers 12 mois, quel est le pourcentage approximatif de toute la correspondance envoyée à votre administration par le public

a) en français? _____%

b) en anglais? _____%

c) en d'autres langues que le français ou l'anglais? _____%

Total 100 %

6.

19. Durant les derniers 12 mois, quel est le pourcentage approximatif de la correspondance (omettant tout document officiel) envoyée aux citoyens de la municipalité par votre administration

a) en français? _____%

b) en anglais? _____%

c) en anglais et en français _____%

d) en d'autres langues que le français ou l'anglais? _____%

Total 100 %

20. Durant les derniers 12 mois, quel est le pourcentage approximatif de vos conversations par téléphone avec le public

- a) en français seulement? _____%
- b) en anglais seulement? _____%
- c) en français et en anglais? _____%
- d) en d'autres langues que le français ou l'anglais? _____%
- Total 100 %

21. Durant les derniers 12 mois, quel est le pourcentage approximatif de vos contacts directs, en personne, avec le public

- a) en français seulement? _____%
- b) en anglais seulement? _____%
- c) en français et en anglais? _____%
- d) en d'autres langues que le français ou l'anglais? _____%
- Total 100 %

22. En général, quelle est la langue interne de travail de votre administration?

- a) le français _____
- b) l'anglais _____
- c) le français et l'anglais _____

Commentaires: _____

23. En cas de nécessité, comment sont fournies les traductions écrites?

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1

Renseignements fournis par:

Nom: _____

Poste: _____

